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SUMMER BEAVER ECONOMIC DEVELOPMENT PROPOSALS

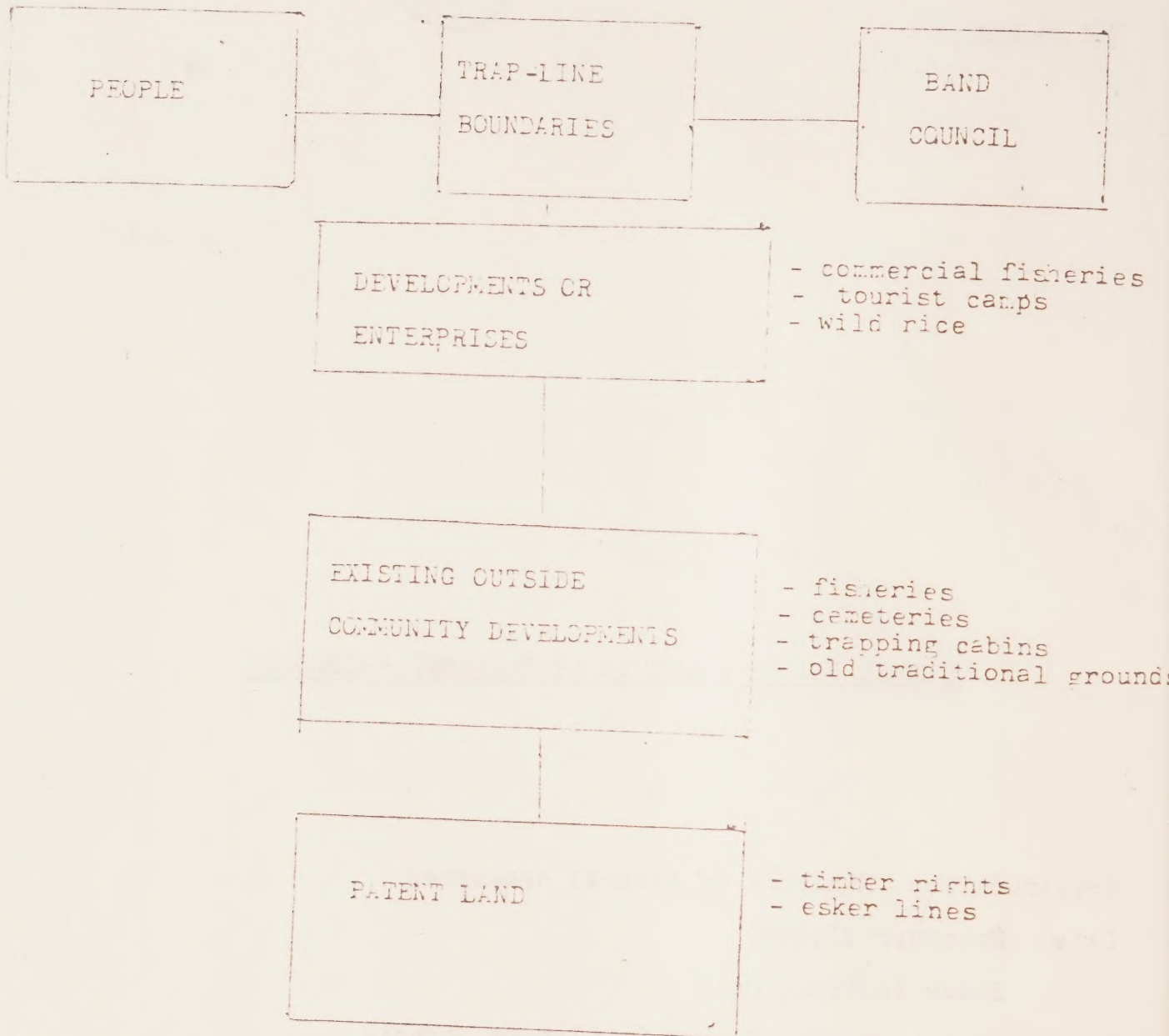
Presented To: Ministry of Natural Resources

Date: November 23, 1982

Sioux Lookout, Ont.

Submitted By: Summer Beaver Settlement Council
Summer Beaver via Pickle Lake, Ont. POV 3B0
Telephone: 807-593-2131

ECONOMIC DEVELOPMENT PROCESS



LAND PROPERTIES

- 1) Eyes Lake - located on northside of old trapping camp
- 2) On west of Richer Lake one mile east
- 3) On northeast of Fishbasket Lake Creek leading to the Northeast channel. Land acquired of 1 square mile x 4 square miles = 4 square miles
- 4) Wigwascence Lake - claim three sites
- 5) North side of Bake Lake

OUT-POST CAMPS

- | | | |
|------------------------|---|------------------------------------|
| 1) Horley Lake | { | WILDLIFE & ADVENTURES |
| 2) Eyes Lake | | |
| 3) Wishak Lake | | |
| 4) Winonitikamong Lake | | |
| 5) Michikamog Lake | | |
| 6) Peeagwon Lake | | |
| 7) Lane Lake | | |
| 8) Sheridan Lake | | |
| 9) Meimequess | { | ANISHANABAY COMMUNITY CORPORATIONS |
| 10) Steed Lake | | |
| 11) Fishbasket Lake | | |
| 12) Starrup Pen. | | |
| 13) Chipai Lake South | | |
| 14) Sagiminnis Lake | | |
| 15) Bosworth Lake | | |
| 16) Winisk River | | |
| 17) Obabigan Lake | { | WIGWASCENCE FLY-IN CAMPS |
| 18) Wiewascence Lake | | |
| 19) Belcoure Lake | | |
| 20) Thibodeau Lake | | |

Sale & Patent Land

- 1) Eyes Lake Area - eskers are marked on these areas for Patent Land.
- 2) Eskers are enlined for the Trap-Line GE: 209.
- 3) Eskers marked - leading straight to the true north towards Winisk River-Wapikopa River-Southwest Channel.

Timber Rights

- 1) Proposed on surrounding lake approx. $2\frac{1}{2} \times 1\frac{1}{4}$ " of Eyes Lake.
- 2) Marked on map 3 miles x 4 miles = 12 sq. miles.
- 3) Trap-Line GE-319 3"x4" = 13 mi. x 16 sq. mi. = 58 sq. mi.
1 x 2 = 22 sq. miles of Land.
4 miles x 2 = 8 sq. miles
7 miles x 2 = 14 sq. miles
T O T A L - 22 Sq. miles.

Mining Claims

- A) On North-west of Sagiminnis Lake.
- B) On Southside of Coburn Lake.
- C) On Southwest side of Bosworth Lake.

Wild Rice

- 1) Palanek Lake
- 2) Brian Lake
- 3) Pettitt Lake
- 4) Lancaster Lake
- 5) Pattle Lake
- 6) Muchmore Lake
- 7) Pineimuta Lake - 3 sites
- 8) Wigwascence Lake - 3 sites
- 9) Schryburt Lake - upper creek - 1 site
- 10) Poole Lake
- 11) South of Lake Wigwascence 2 lakes (Southeast)
- 12) South end of Bosworth Lake towards the Onisabaweigan Lake Southwest of the Wapikopa Lake.

COMMERCIAL FISHING

- 1) Meimequess Lake
- 2) Onisabaweigan Lake
- 3) Muchmore Lake
- 4) Reeb Lake
- 5) Winisk River
- 6) Bradden Lake
- 7) Pineimuta River
- 8) Schryburt Lake
- 9) Obabigan (whitefish only)

Part II

Economic Development Proposals

Due to a high cost of living (cost of transporting goods to the community) and lack of employment the community of Summer Beaver has planned some economic development strategies that they would like to foresee for the future. The community feels that by establishing businesses more local employment would be created; a special effort would be made to teach the young people through on-the-job training. This "training" would include both traditional and non-traditional occupations. It would be necessary to learn the trapping ways because the people of Summer Beaver have continued to trap in their traditional areas; at the same time the young people would be taught such things as how to take care of a business.

The people of Summer Beaver have a top priority and that is to be economically self-sufficient in order to be able to do what they want to with their resources. The people feel that they have lost control of their land because of fishing and hunting policies that have been introduced by the government.

We would like some control of what we want to do within our traplines. In that way we will know what lies ahead. We should know about and be part of changing policies instead of hearing about it after it is done by outsiders.

If anybody has been to Summer Beaver or would like to come they will see the results of what has been done in the community without government subsidies. We want to do this again - take care of our land. We don't know what will happen to our land in the future so we have to take the responsibility of teaching our young people. This, we will do, since our young people are returning from high school and are not able to find jobs.

The following are economic development projects we are planning to continue or start.

1. Outpost Camps - there are 20 lakes proposed for tourist businesses - these are within the Anishenabay Community Trapline and Development Boundary. The people of Summer Beaver who are interested in building these camps do not want any interference from projects such as Provincial Parks, mines or anything that will disturb the fish and wildlife.

The community strongly feels that there should be no government funding for the camps - they would like to do it themselves.

The lakes chosen will be used for sport fishing only in order to avoid overfishing.

As far as the main camp goes the community has agreed to have a base of operation in the community.

2. Commercial Fisheries - there are nine locations proposed for commercial fishing: some of these lakes are licenced already.

The community of Summer Beaver has fished every summer. It is a traditional way of life for them and they don't want to see

their fishing diminish - they want to improve their fishing grounds.

3. Wild Rice Harvesting - the community of Summer Beaver would like to try wild rice harvesting within their trapping area. This would be a new project for the community so more information is needed on wild rice harvesting. There are twelve areas proposed for harvesting wild rice. Again, it would be a source of employment, and establishing a local business. People from Summer Beaver remember picking wild rice years ago so it would be reviving a tradition.

4. Timber Rights - Summer Beaver is interested in increasing their logging and sawmill business. This is necessary for future housing construction as well as any other construction activities within the community.

5. Sale and Patent Land - the people of Summer Beaver want to hold their own timber, mineral, sand/gravel rights. This would be in preparation for any future development such as airstrips and roads. The people feel that if they do not have this guarantee they will lose the use of their land to other outside developments such as hydro, gas pipeline and mines. Any decisions made about these developments should include the community.

6. Mining Claims - the people of Summer Beaver understand that any mining claims should be staked now. The people are interested

in pursuing this further before too many outside companies come in. All staking would take place within the Anishenabay Community Trapline and Development Boundary.

Our people have been here for a long time and have not destroyed anything. We have heard of exploitations in the south that have destroyed but we can guarantee not destroying anything. We are asking that all of these proposals be given consideration because we intend to do more than talk - we will take action as we have done before. We understand that there are cutbacks and that there may be no employment in the community so that is why we are concerned about future employment for our young people. We also understand that we have to follow certain policies or regulations for our businesses. We are willing to do this if we are given the chance to develop.

We feel that if we are the employers then we can give jobs to young people and they will understand them. Also, jobs will have more meaning for them because it is for their community; Through these endeavours we should be able to decrease the number of people on welfare. If any of our people go to the city they are not qualified for jobs but in their community they are capable of doing all kinds of work.

Our plans for economic development are made with a serious look at our future and developing all of our resources with respect.

Part III

1. Postal

We would like to express our complaints concerning the delivery of mail to Summer Beaver. We feel that the present mail system is not adequately meeting the needs of our community. Mail is delivered to Summer Beaver only once a week. That is, of course, depending on how flying weather. If the mail plane doesn't come on the scheduled day very little attempt is made to bring the mail in until the following week. Weekly mail delivery makes it very inconvenient for businesses and people who are paying bills or mailing and receiving cheques. We feel that every effort should be made to ensure our mail delivery and we are asking that our mail be delivered twice a week rather than only once a week.

Also, the Summer Beaver Post Office is now equipped to receive C.O.D. orders but it is not able to sell money orders. Money orders being available for purchase would cut down on the amount of C.O.D. orders and would be more practical for people who are ordering from outside the community. We request that the Summer Beaver Post Office be equipped to sell money orders and that the Postmaster/mistress be trained to handle this new service.

2. Trapline - we are requesting that one of our traplines be moved from the Sioux Lookout District to the Geraldton District. It is the only trapline we have in the Sioux Lookout District. This trapline is SL83T244. This transfer would make it easier when dealing with licences and any proposals because then we are dealing with only one district.

3. Provincial Park - as mentioned earlier we are very concerned about proposals being made by the Ministry of Natural Resources to establish two parks in our area. We are questioning such a proposal and see no need for parks being set up in our area. In our minds, a provincial park would be no protection to us but would harm our future for hunting, trapping and fishing. We have protected our land and resources better than those people in the south and we can continue to do so.

Signed For Summer Heaven:

Chas. J. Johnson

Land of the Living

and the Living

Land of the Living

ANISHENABAY COMMUNITY TRAPLINE AND DEVELOPMENT BOUNDARY

Submitted to: Royal Commission on the Northern Environment
Ministry of Natural Resources

Submitted by: Summer Beaver Settlement Council
Summer Beaver via Pickle Lake, Ont. POB 380
Telephone - 807-593-2131

Date: November 23, 1983
Sioux Lookout, Ont.

Introduction

Mr. Commissioner, I wish to begin my presentation by introducing myself and other members of our delegation. We are representing the community of Summer Beaver which, as you know, is located approximately 250 air miles northeast of Sioux Lookout.

At this time I would also like to thank you, Mr. Commissioner, and all of the other people here today for listening to us. All of the things that you will hear from our delegation are extremely important to the future existence of our community and are concerns that we hope you will give great consideration.

Our presentation will be made up of three parts:

Part I

- (a) Community Plan
- (b) Existing Outside Community Development
- (c) Reserve Status
- (d) Concerns
- (e) Anishenabay Community Trapline and Development Boundary

Part II

- (a) Economic Development Proposals

Part III

- (a) Separate Presentations
 - Postal service
 - Trapline jurisdiction
 - Provincial Parks

I will begin first with our community plan. I wish to add that most projects or sites mentioned are marked on accompanying maps.

Part ICommunity Plan

Under our community plan we are proposing four projects that are considered to be of future benefit to the community. These projects are as follows:

1. swimming, picnic and camping area - the community would like to see sites cleared in the surrounding area and set aside only for the purpose of camping, picnics and swimming. The purpose of such a project is not only for recreational purposes but also in the hopes of preventing forest fires and littering. At each site garbage cans and pits would be dug; fireplaces would be made for campfires and also poles would be cut for tents.
2. gardening - presently, there are two areas set aside for community gardens; there is a possibility of more sites being prepared for gardens in the future. The benefits of such a project would be to provide a good supply of fresh vegetables for the community, to bring down the high cost of fresh vegetables (from being flown in) and also to create some employment in the community as people would have to be hired for preparing, planting and harvesting the garden.
3. community forest - this project consists of cutting logs for the construction of houses and any other buildings, cutting timber for the sawmill and also cutting logs for firewood. Our community forest would be cut only for those purposes and therefore no mining claims would be staked within that area.

4. canoe routes - since there is much travel between Summer Beaver and other communities the people are interested in having canoe routes opened up between various communities. Most of the work that is involved in such a project is cutting good portages along the routes.

Existing Outside Community Development

Presently, there are some projects going on that we wish to continue with as they are seen as being very beneficial for the community.

1. commercial fishing - there are two commercial fisheries - one is run as a community fisheries (Summer Beaver Fisheries) and the other is part community and partly private (Robert and Sons Fisheries).

2. trapping cabins - most trappers have cabins on their trap-lines that they live in with their families when they move out of the community. However, there is a great need for improving these cabins as they are used for up to one third of the year. There is already some work being done to renovate or re-build these cabins. This is definitely a project that has to continue.

3. cemeteries - many of the elders of Summer Beaver have been able to locate graves that are in the surrounding area of Summer Beaver. These graves require work in clearing them off and placing new marking on them. Many of the graves have already been cleared and marked off by the community; however, more work is required to ensure all known graves are clearly marked.

Reserve Status

The issue of reserve status for Summer Beaver is by no means a new one. We would like to draw to your attention, Mr. Commissioner, that we made a petition in 1975 requesting separate band and reserve status and we also made the same request in 1978 at a hearing held with the Royal Commission On The Northern Environment. So we are becoming a little weary of repeating this request and hope that we can soon come to some agreeable terms. The people of Summer Beaver have had in depth discussions about the status of their land, and have basically come up with the following outline. This proposal is totally based on the consideration that control of all future development is an absolute necessity. They feel that control should lie entirely in the hands of community leaders as the elected representatives of the people.

In order to have a guaranteed legal base for this control the people of Summer Beaver wish to have the land that they presently inhabit (as well as the surrounding area that contains their livelihood) changed from Provincial Crown Land to a Status Indian Reserve. However, this proposal is more than merely a proposal to establish a Reserve. The residents of Summer Beaver are also concerned about future development of the surrounding area by outside companies. This surrounding area holds the future for Summer Beaver's children.

Essentially, what Summer Beaver is requesting is as follows:

1. that a Reserve be set up taking in the area presently inhabited and providing adequate additional space for population growth and expansion
2. that the people of Summer Beaver expect to be consulted by the Ministry of Natural Resources or any other provincial or federal government agencies on any projects that Summer Beaver feels rightfully belongs to its children

Land is an essential part of the livelihood of the people of Summer Beaver, thus the urgency to settle this question of land status. The residents are greatly concerned about their future generations and feel it their responsibility to provide the land resources for their children's needs. The ultimate goal for the re-establishment of this community is that Summer Beaver is to be self-sufficient. To be self-sufficient these people whose lives are so interwoven with the land must secure for themselves and their children a viable land base.

Concerns

The following are concerns that our people have. These are genuine fears that are held by our community because they will affect our children's future.

1. provincial parks - there are two provincial parks being planned for our area - Council Lake and Wunnummin Hill. Of course, our concern is the restrictions that will be put down on our people in terms of hunting, trapping, fishing, logging, tourism, etc.

within those park lands. Even though the Ministry of Natural Resources promises that they will not restrict us from continuing on with our way of life we still have our doubts. Promises of the same kind made to our people in the past have already been broken. Also, we understand that the Ministry of Natural Resources has their own law (Game and Fish Act) restricting hunting, trapping, and fishing in provincial parks so we question their willingness to break their own laws for us when they say the parks will not accept our livelihood. The day always seems to come where written laws take power over promises.

2. hydro development, forestry and mining - all of these are concerns about their effect on our lives. The effects will be felt in our commercial fisheries, hunting and trapping. We fear the effects that these projects will have on all wildlife in the area; on the damage that will be done to cemeteries from flooding and digging; on the pollution that will come to our waters; on the restriction that will be placed on travel on water and land because of prohibitions placed by companies; and finally, on the effect that will be felt on our tourism as well as traplines. We can only see negative effects from outside companies coming in to develop our resources.

Aristonakey Community Trapline and Development Boundary

The people of Summer Beaver wish to present the following proposal in relation to their traplines. The present area that is made up of separate traplines assigned to the residents of Summer Beaver

is to be combined into one community trapping area. With the present set-up if an individual chooses an area that he wishes to trap, outside of his assigned trapline, he must go to the other person in whose area he wishes to go. We see this as a problem and would rather have one trapping area assigned to the community of Summer Beaver. The Settlement Council would take the responsibility of controlling where people would go trapping. Thus, people would go where they like but would first check with the Settlement Council. This would also apply to any outsiders who wish to trap within the area.

This proposal is made with the idea of it being a better way to protect and preserve the Indian way of life and to have a continuous freedom to hunt, trap and fish.

The people of Summer Beaver would also want to establish businesses for development within this area. They would want direct consultation from both the Provincial and Federal governments for any projects that are being considered in the area by outside companies. Every consultation meeting would bring a decision regarding the prospective project based on a fifty-fifty agreement by the people of Summer Beaver and the government. This would be done for every project in the future so that it doesn't harm anyone. The people of Summer Beaver want a say in the planning and recommending where projects should run within the development boundary. All timber, eskers and minerals are to be left undeveloped until the Summer Beaver land use plan issue is settled. When this issue is settled then Summer Beaver wants a say in when and where any development will occur.

ANISHENABAY COMMUNITY TRAPLINE &
AND DEVELOPEMENT BOUNDARY.

Survey of 1961

-Community Plan-

"PROPOSED SWIMMING AND PICNIC AREAS"



Legend:

- -Cutter Paved
- ~ -Sites.

ANISHENABAY COMMUNITY TRAPLINE
AND DEVELOPEMENT BOUNDARY:

Summer Beaver Land Use Plan.

Community Plan-

"PROPOSED CAMPING AREAS"



Legend;

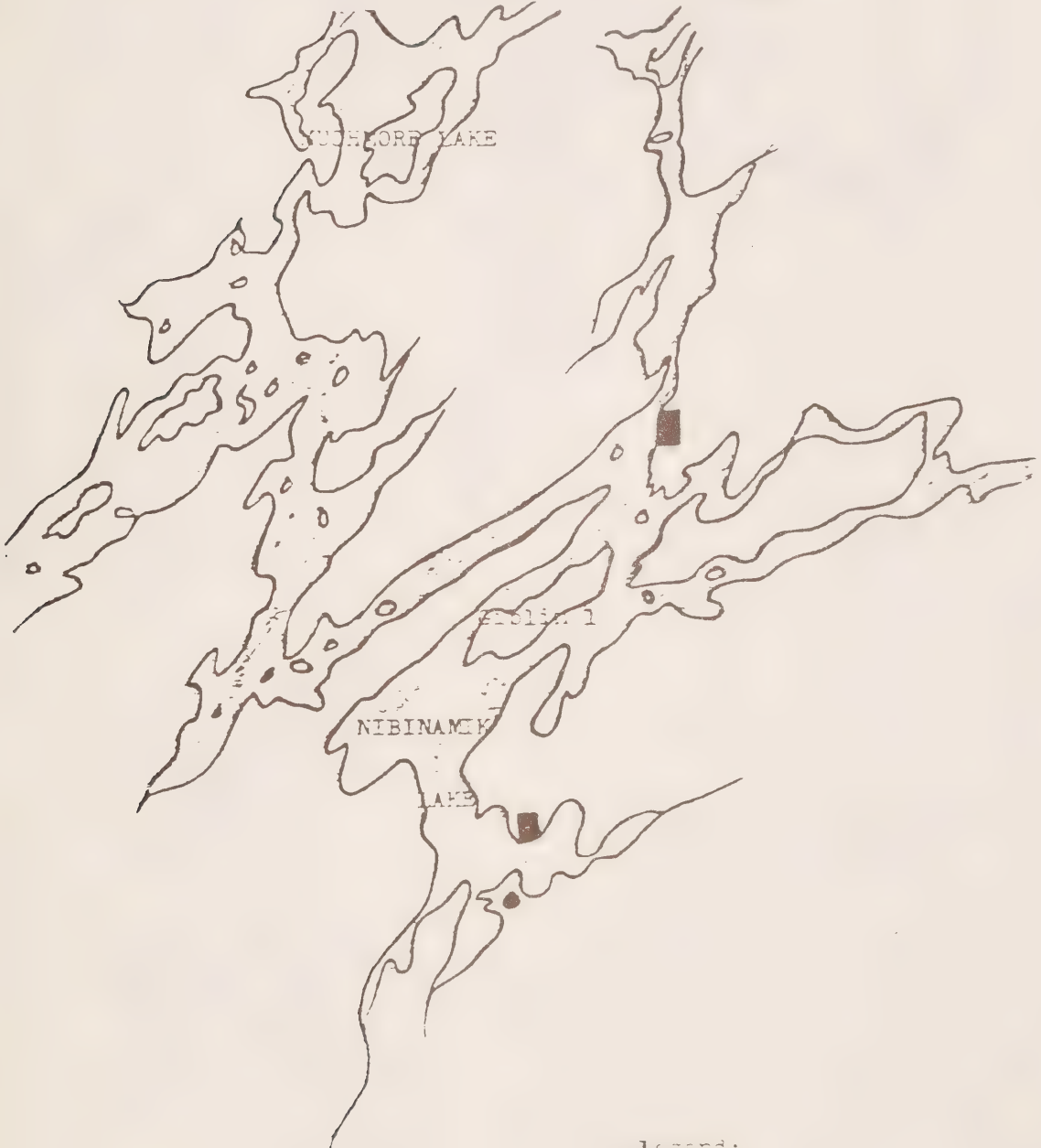
- Summer Beaver.
- Beaver.

ANISHENABAY COMMUNITY TRAPLINE
AND DEVELOPEMENT BOUNDARY.

Summer Beaver Land Use Plan.

Community Plan-

"PROPOSED GARDENING AREAS"



Legend:

1 - ...
2 - ...

ANISHENABAY COMMUNITY TRAPLINE
AND DEVELOPMENT BOUNDARY.

COMMUNITY PLAN,



ANISHENABAY COMMUNITY TRAPLINE
AND DEVELOPMENT BOUNDARY.

Community Plan-

"CANOE ROUTE"

WINIS

WELNAMIK
LAKE

PEEAGON
LAKE

SHOADLY
LAKE

WAG LAKE

PINEBINGUA RIVER

OSKAMIN RIVER

Legend:

- -Summer Beaver.
- -Anishenabay Community
Trapline and Develop-
ment Boundary.

ANISHENABAY COMMUNITY TRAPLINE
AND DEVELOPMENT BOUNDARY.

Community Plan-

"CANOE ROUTES"

TEINAVIK LAKE

ELANAK LAKE

ELANAK LAKE

SAGUMINNIS

LAKE COOPER

LAKE

LAKE

LAKE

MAINTENANCE LAKE

TRAVERS LAKE

ATTAGANQUAT LAKE

LAKE

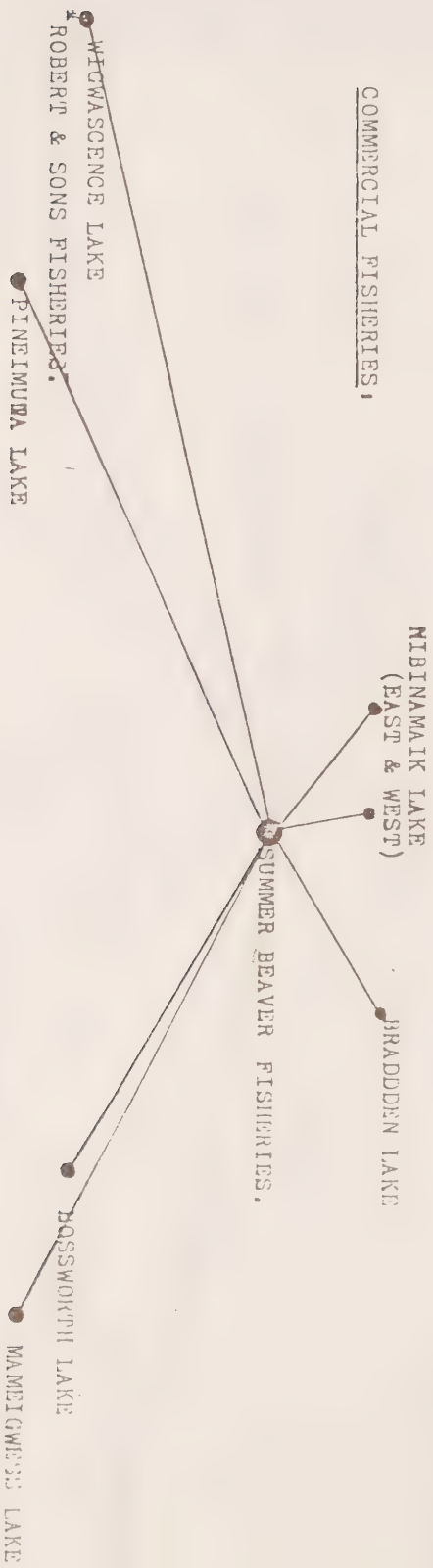
Legend:

☉ -Summer Beaver

— -Boundary.

ANISHENABAY COMMUNITY DEVELOPMENT AND DEVELOPMENT BOUNDARY.

COMMERCIAL FISHERIES:

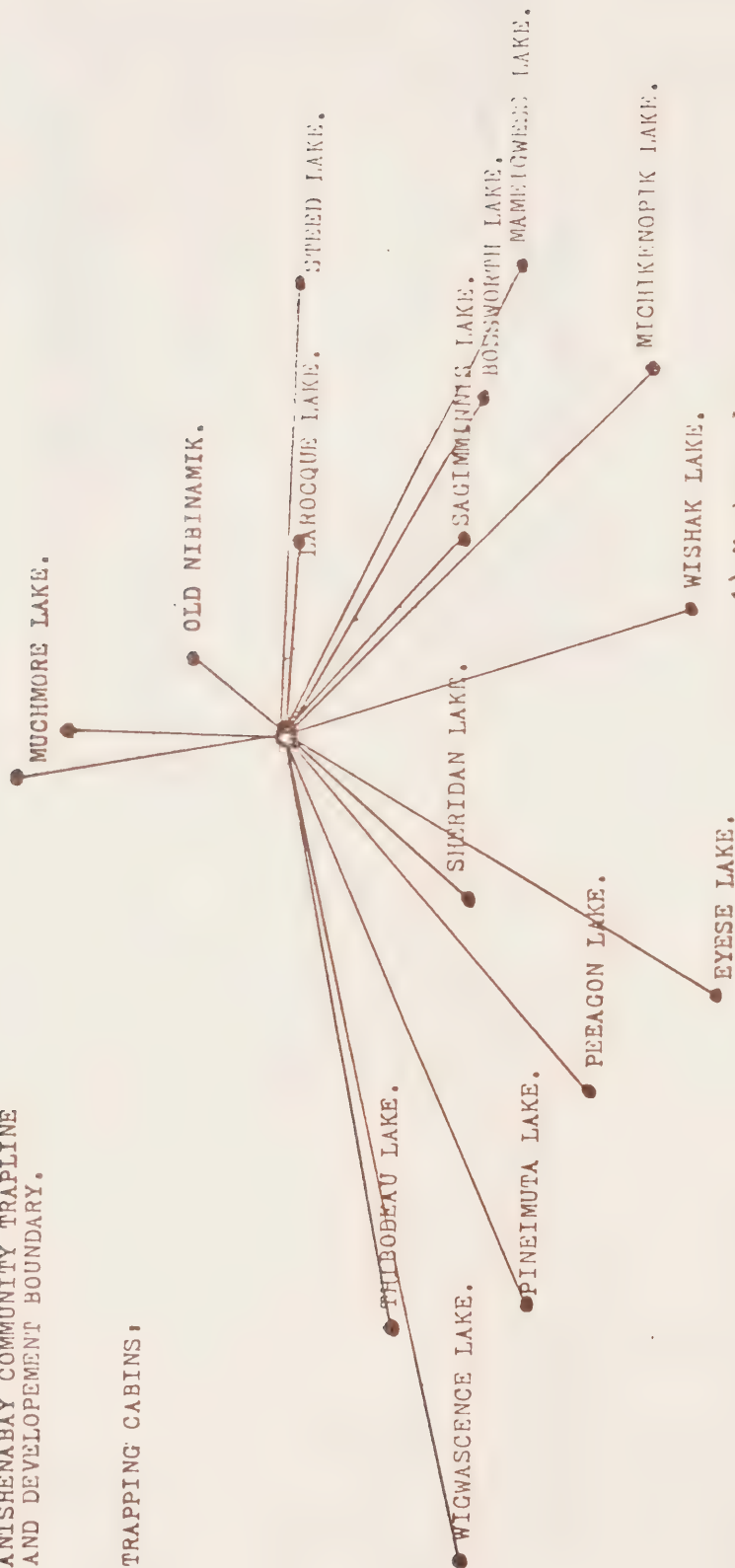


- 1) NIBINAMAIK LAKE (EAST & WEST)
- 2) BRADDEN LAKE.
- 3) BOSSWORTH LAKE.
- 4) MAMEIGWESS LAKE.
- 5) PINEIMUDA LAKE.
- 6) WIGWASCENCE LAKE.

- 50 sq. ft.
- 100 sq. ft.
- 100 sq. ft.
- 100 sq. ft.
- 100 sq. ft.
- 100 sq. ft.

ANISHENABAY COMMUNITY TRAPLINE AND DEVELOPEMENT BOUNDARY.

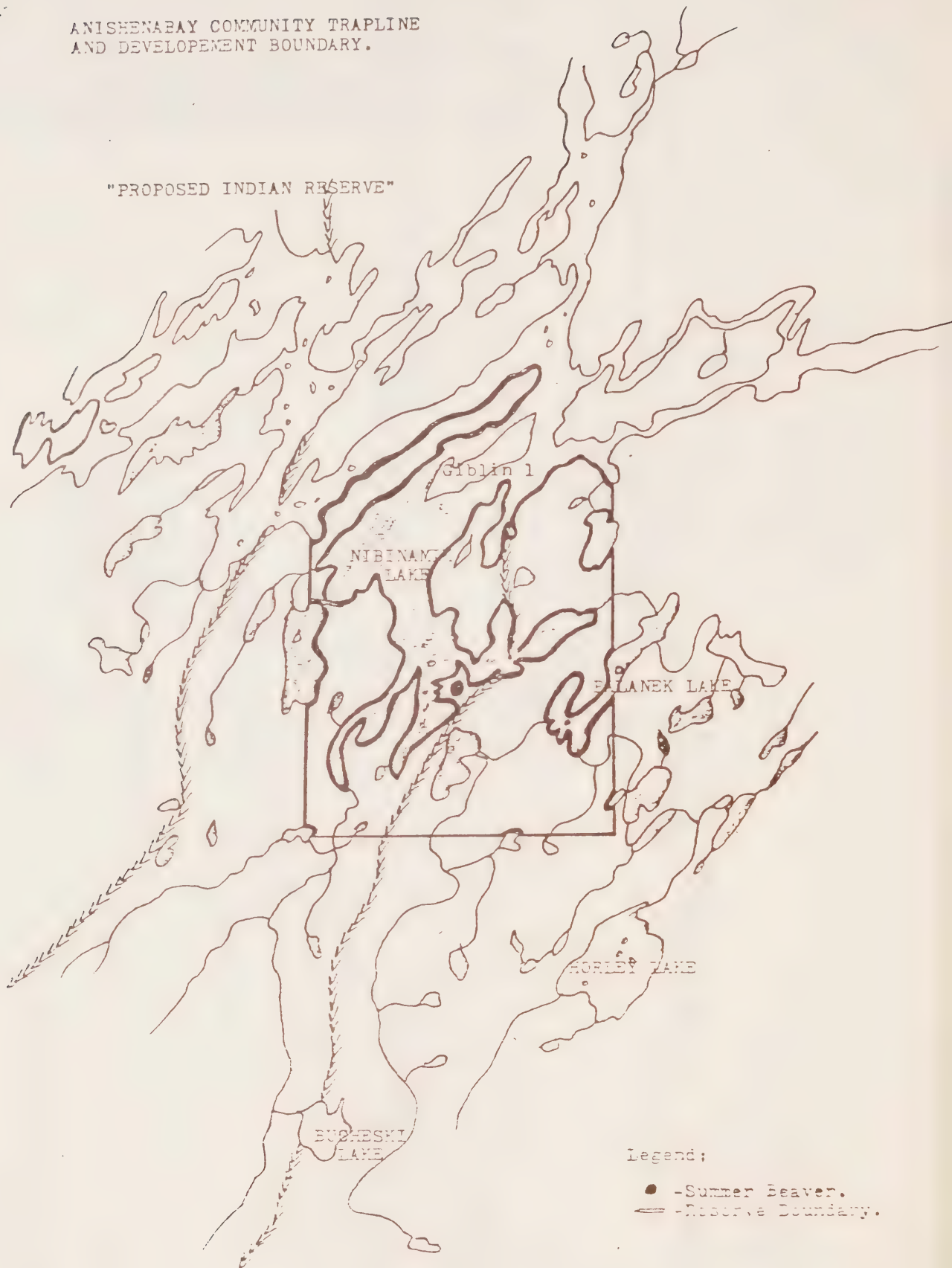
TRAPPING CABINS,



- 1) Muchmore Lake - 12 mi.
- 2) Old Nibinamik - 6 mi.
- 3) Larocque Lake - 12 mi.
- 4) Steed Lake - 18 mi.
- 5) Mameigwess L. - 26 mi.
- 6) Bossworth L. - 18 mi.
- 7) Sagimminnis L. - 10 mi.
- 8) Michikenopik L. - 25 mi.
- 9) Wishak L. - 24 mi.
- 10) Eyes L. - 31 mi.
- 11) Peeagon L. - 26 mi.
- 12) Pineimuta L. - 32 mi.
- 13) Wiwascence L. - 42 mi.
- 14) Thibodeau L. - 32 mi.
- 15) Sheridan L. - 18 mi.

ANISHENABAY COMMUNITY TRAPLINE
AND DEVELOPEMENT BOUNDARY.

"PROPOSED INDIAN RESERVE"



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COMPETITION FOR FOREST RESOURCE ALLOCATIONS: THE CASE
OF THE INDEPENDENT SAWMILL SECTOR IN THE DISTRICTS OF
HEARST, RED LAKE AND SIOUX LOOKOUT

by

Brian McMillan
David Peerla
Thunder Bay, Ontario

This report has been prepared with the financial assistance of the Royal Commission on the Northern Environment. However, no opinions, positions or recommendations expressed herein should be attributed to the Commission. They are solely the responsibility of the authors.

Introduction

The following report examines the independent sawmill sector both in terms that can be generalized to Ontario as a whole and specific to the Districts of Hearst, Red Lake and Sioux Lookout.

The study's initial objectives were to explore in technical detail all facets of sawmill production within the independent sector: quantity, quality and species of timber utilized; security of timber supply; lumber recovery rates; production as a percentage of maximum capacity; labour (seasonality, sub-contracts); transportation factors; market locations and the network of economic linkages. The fulfillment of these objectives was meant in part to determine the degree of optimization of wood resource utilization and in part to broadly examine the social and economic impact of sawmill operations on their local communities.

In the course of attempting to accomplish these objectives through interviews with government officials and industrial spokesmen, it became clear that an accurate understanding of this sector could best be achieved in the context of its association with the integrated pulp and paper sector. The two sectors are inextricably linked at the production, marketing (lumber) and, most critically, the raw material level. The raw material link is compounded by complex exchange agreements between the two sectors. An examination of the independent

sawmill sector in complete isolation from the pulp and paper sector would have sacrificed a great deal of usefulness in terms of understanding and acting upon present forest resource allocation patterns. For this reason the broad objectives of studying optimity of resource utilization and socio-economic impact have been expanded and located within the context of competing forces.

Much of the analysis which makes up this report is based on the impressions and concerns expressed by independent sawmill operators throughout the fieldwork stage of this study. The most pervasive concern regards long-term access to timber supplies adequate to match normal requirements and/or increased capacity requirements. A study commissioned by a group of integrated pulp and paper companies in Ontario recommends against further timber allocations to independent sawmillers given its claim that:

- 1) pulp and paper companies do not have harvesting limits in excess of their needs and,
- 2) total annual allowable cut in Ontario will have declined by 20% by the year 2000 (Reed, 1980).

Let this report in part, then, act as a forum for the expression of concern and the identification of problems within the independent sawmill sector.

Methodology

In the course of our examination of the issues we have spent a total of seven days in the communities of Hearst,

Red Lake and Sioux Lookout conducting interviews with sawmill operators, timber cutting operators, union representatives and Ministry of Natural Resources personnel. Claims of confidentiality by the Ministry and the pulp and paper companies prevented us from accessing some information and data that we felt to be useful and relevant. In all other cases, respondents were more than cooperative and we wish to express our gratitude for all their invaluable assistance.

Information collected in the field was supplemental by published data from the M.N.R. and Statistics Canada to complete the necessary analysis. On several occasions we encountered statistical differences between data provided by M.N.R. and Statistics Canada. The effects of these discrepancies is minimized by our widespread use of differentials based on data that had been collected over a time period of up to ten years.

Another statistical limitation we faced was the frequent discrepancies between published data and the verbal accounts of sawmill operators. We have attempted to correct for this by our own estimations based on a comparison of all information at hand. We are confident that these estimations are sufficiently accurate as not to significantly effect the conclusions of our analysis.

The Crisis in the Lumber Commodity Market

When one examines the crisis in the present lumber commodity market, it appears on the surface to be a realization problem; that is, lumber producers are unable to sell what they produce. This form of the underconsumption argument has the implicit assumption that the engine of capital accumulation and economic growth is individual consumption.

The real source of the problem is in the process of production itself. The increasing productivity of labour has resulted in more rapid consumption of raw materials as machines have displaced labour in the production process. In essence, what we have is not an excess of lumber as a commodity but excess of productive capital: the overproduction of capital with respect to the capacity to consume.

The key to rational investment and capital expenditure decisions is the estimated future stability of demand and supply conditions of a particular commodity. The difficulty in estimating the magnitudes of demand and supply in the lumber market has resulted in a sawmill industry which is either overproducing or underproducing lumber. If housing residential construction were to increase in 1983, as some analysis predict (Lambert, 1982), the demand for lumber may exceed present output capacity of the sawmill sector. The resulting high prices and profits would result in an expansion of sawmill productive capacity. However, at some later point in time, the price of lumber would begin to fall as supply and demand balanced. With the fall in lumber commodity prices, the saw-

mill sector would return to the state it is presently in of producing at or near a loss. Production without profit or interest on invested capital has negative repercussions for capital investment in the economy in general.

The increased competition which results from a decline in profit margins create a situation where it is necessary to expand production for survival. This expansion is impossible given the existing constraints in the financial markets and on sources of raw materials.

The sawmill sector of the Northern Ontario economy has been in a period of defensive investment in the recent past. In conditions of low overall growth in demand, capital investment by sawmills has been low. This has created a situation where sawmills have undertaken only minor modifications to their production techniques with the minimal aim of preventing a decline in their existing market share. Sawmill managers and owners expressed no immediate plans for capital expansion in the near future in the Hearst region. Expansion or creation of a new productive facility in Sioux Lookout was predicated upon timber commitments and government subsidization. Any expansion of production in the Red Lake area requires an increased allocation of secure timber in the form of Order-in-Council Licenses for existing operations. The expansion of production which is taking place in the sawmill industry is directed towards securing supplies of raw materials.

The mergers within the independent sawmill sector reflect the desire of small capital to reduce the amount of fixed

capital in proportion to the decline in demand for lumber as a commodity. The relative overproduction of lumber resulted in a depreciation in the value of fixed assets of competing sawmills. This depreciation is reflected in the recent Hearst merger where the acquired mill will no longer produce lumber for market.

The explanation of economic crisis advanced by capital in the independent sawmill sector and reinforced by the analysis of Anderson and Bonsor (1981, Chapter 5) may be referred to as a cost or profit squeeze model. This model, in essence, is a sophisticated method of blaming the victims, workers, for their own economic dislocation. Sawmill capital feels pressure from labour in the form of wage costs on profit margins. Increasingly, higher labour costs cannot be passed on as higher consumer prices in the present lumber market where dumping and cutthroat pricing are prevalent. Workers are asked to make wage concessions which will allow capital to realize their customary rates of profit.

We may identify labour costs as contributing to the present profit or cost squeeze. However, one may ask how did labour costs become such a significant factor. In the case of the newsprint sector, Bonsor and Anderson identify the source of high labour costs as out-dated capital (1981, p. 171). While they present a relatively detailed argument as to why wood costs are high (unionized labour), they give no indications why the integrated corporations allowed their capital to become out-dated. They note that producers (capital) have the greatest

control over the level of labour costs. Thus, we may conclude that, if labour costs are high, this is at least the responsibility of those in control (capital).

This remains an incomplete explanation of the level of labour costs in the forest industry of Northern Ontario. We return to the statement that out-dated capital in the newsprint industry is responsible for high labour costs. If we examine the cycle of investment in the sawmill industry, it may be described as boom and bust. Investment planning in the industry has resulted in periods of rapid growth of production and hence contraction of the available labour force. This boom is accompanied by a rise in real wage rates which must be maintained when prices fluctuate and the demand for lumber falls. This situation is compounded by the fact that wage rates are linked to consumer goods prices which increased in the 1970's more rapidly than the price of manufactured goods which were under intense pressure from international competition. Further, the Canadian income tax system has had a positive effect on wage inflation. Wilson observes that during the period 1955 - 1975 wages and salaries increased at 10.0% per annum while personal income tax revenues increased by 13.7%. The average implicit income tax rate had increased from 13.3% in 1955 to 25.7% in 1975. It is not surprising that workers sought to compensate for losses in real income by pursuing higher wages (Wilson, 1979, p. 127). A final comment concerns the disproportionate impact of wage costs on the two sectors. Given the higher labour intensivity of sawmill production and

the competitive nature of the lumber market, the sawmill sector is more susceptible to cost squeeze from labour rates. The creation of a more complete explanation of the economic crisis facing the independent sawmills must refer to the age of fixed capital, previous investment decisions, market power, and the relations of wage settlements to consumer prices and taxation. It would be an injustice for analysts to blame those who stand to suffer most from economic dislocations (workers) for creating the economic crisis in the industry.

The Unequal Competition: Segmentation of Capital and Subcontracting

The lumber industry is a case where a market is divided between firms which are large, vertically integrated and transnational and firms which are single location and comparatively small. The large integrated pulp and paper companies could seriously jeopardize the future of smaller firms with more limited resources by temporarily reducing prices below the level which would give sawmill capital their minimum profit rates a no-entry price. If more drastic measures were required, prices could fall below the fixed costs of the small firm, an elimination price. The inability of smaller firms to secure external financing would result in a business failure. Further tactics available to the integrated pulp and paper companies are the ability to make wage concessions to their work force or through their market power a reduction in the price paid for wood chips. Either of these strategies would create a permanent state of crisis in the sawmill sector. Sawmill capital in this situation would be forced into opposing wage increases for their own workers. These examples are the reality of an unequal competition which sawmill capital faces on a day to day basis.

The integration of wood fibre utilization presents a joint product problem. In the sawing of timber, two outputs are produced - lumber and residuals. These outputs are not produced in fixed proportions but vary according to species, size and quality of sawlog. It would appear rational to com-

bine the production of pulp and paper and lumber at one site. This would affect savings in transportation costs, the quality control of chips and the coordination of the productive process. However, the volatility of the lumber market and low rates of return on investments in the sawmill sector make this combination a risky proposition.

The fluctuating market for lumber creates a situation where it is difficult to estimate the future stability of demand and supply conditions and hence the lack of expansion in the sawmill capacity of pulp and paper companies. The reason for the economic survival of the independent sawmill sector is simple. They operate in relatively low quality and low profit markets in which integrated pulp and paper companies are uninterested and more significantly through the relationship of unequal exchange involved in the wood chip agreements, they act as both subcontractors and cheap sources of fibre for the pulp and paper companies.

Large integrated firms purchase wood chips at prices lower than production costs or alternatively lower than what it would cost pulp and paper firms to produce wood chips themselves. This situation is one of a monopsonistic buyer, or duopsonistic buyers if there are two pulp and paper companies. In this situation, pulp and paper companies exert market power to purchase chips at a price which is less than marginal costs with the additional hidden subsidy derived from the lower labour costs of sawmills.

The relationship of dependency which has been created by the economic necessity wood chip sales by sawmill capital has distinct cost advantages for pulp and paper companies. The sale of wood chips appears on the surface to be a simple exchange of a commodity for money when in reality it is a subtle form of subcontracting. Through the purchase of a commodity which is produced by another firm, pulp and paper companies reduce the costs of production cutbacks. The costs for cutting back on external supplies of wood chips will be less to pulp and paper companies than the costs of reducing logging operations.

The utilization of wood chips as a source of wood fibre creates a buffer in times of economic crisis. If the market for newsprint slumps, the fibre requirements of pulp and paper companies will decline. With declining fibre requirements, pulp and paper companies may reduce their consumption of wood chips to avoid the necessity of laying off a portion of the work force while still paying overhead costs. The major worker dislocations in this instance will be felt in the sawmill sector. As a subcontractor whose production is temporarily unnecessary, sawmills will be forced to lay off their work force. Thus, when depressed economic markets occur in the pulp and paper sector, a portion of the responsibility for idle overhead costs are borne by the sawmill sector.

Sawmill capital in the northern region employs a parallel technique of cost displacement in their relationship with production employees. The owner/operator of skidder and trucks

allow sawmills to reduce capital costs and maintenance expenditures which are crucial during times of economic crisis.

When lay-offs or shut-downs occur, this transfer of overhead costs to owner/operators represents a significant saving for sawmill capital. The competitive pressure which capital in the forestry sector is experiencing in the present economic climate has made forms of subcontracting quite appealing.

The alternative centres of responsibility for certain overhead costs and the fragmentation of the labour force created by the subcontract allow capital greater flexibility in the adjustment of output when faced with a situation of fluctuations in final product demand.

The owner/operator contract represents a transition or regression to forms of production that lumber workers in northern Ontario struggled to eliminate in the 1920's and 1930's - piecework or its more ambiguous counterpart, the subcontract.

The Statistics Canada data regarding materials and supplies used in manufacturing activity in the sawmill and pulp and paper industry contains a category which may be used as a surrogate measure of subcontracting in the forestry sector of the Ontario economy. The amount paid to others for work done on materials and products owned by establishments is approximately 1% of the total cost of materials and supplies used in the manufacturing activity of pulp and paper mills in 1979 and 1980. In the same period, sawmills expended approximately 15% of their total costs for material and supplies in this category. This represented an expenditure of \$40,860,000 for sawmills and \$38,654,000 for pulp and paper mills in 1980.

The issue of subcontracting is crucial to labour unions in the forestry sector. Unions perceive subcontracting as a return to the piecework system. The use of self-employed subcontractors undermines the principle of uniform time wages giving contractors the illusion that they are small capitalists. Being self-employed creates problems in the receipt of unemployment insurance benefits, workman's compensation and reduced job security. These negative aspects are offset somewhat by tax advantages which may allow for greater earnings. The 'independent' nature of subcontracting is a facade which allows corporations to displace the costs of supervision, maintenance and idle overhead in periods of production shut-downs onto the subcontractor. Subcontractors are dependent upon the firms they contract with. If one were to extend this analysis of subcontracting, one might say that the independent sawmill sector, integrated pulp and paper firms, and owner operators were subcontractors for the banks or financial capital.

Capital Intensive Production and Sawmill Capital

The introduction of more capital intensive techniques to the logging process in Northern Ontario is subject to site and economic constraints. Logging is site specific and therefore resistant to the easy application of standardized production techniques. Tree length harvesters such as the John Deere 743 are uneconomical in stands with more than 30% unmerchantable stems. Productivity of tree length harvesters depends on the volumes of trees per cord. The requirements of flat terrain and maximal tree diameters of 13 inches restricts tree length harvesters to small, pure even aged stands; a rarity in the area examined by this research (Dickie: 1978). Tree length harvesting systems lack the refinement and flexibility of cut and skid production methods. Finally, Grassis (1981: p. 19) and Pulkki (1978: p. 36) assert that the new harvesting techniques do not represent better utilization of wood fibre and inhibit the regeneration of cut areas as a result of waste and unused species left standing.

The present economic crisis represents a further impediment to capital investment. Sawmill operators reported that at times in the past three years operating deficits have reached figures as high as \$200,000. This represents a cost which is less than the price of a Koehring 3D harvester. With high interest rates prevailing and insecure sources of timber, it is difficult for sawmills to secure financing for capital investment.

Nonetheless, there is an economic imperative for sawmill capital to move towards the most capital intensive techniques

utilizable given site constraints. An investment in more capital intensive harvesting techniques would allow timber to be produced at lower costs while at the same time fixed capital and stocks of capital advanced per unit of production would lower profit rates. However, in a time of economic crisis, capital which is able to use a cheaper method of production will be able to lower prices to the point where other capital suffers losses.

A simple illustration will clarify this point. Consider the present method of production. If the unit cost (1,000 bd. ft.) of lumber at present is \$166.00 and the selling price is \$200.00, this allows a profit margin of 20%. If we introduce a more mechanized technique of production, for example, the Timberjack mechanical harvesting system which reduces our costs by 6% to \$156.04. This allows sawmill utilizing the more capital intensive form of production absorb price reductions which will bankrupt a more labour intensive producer. If dumping or predatory pricing are issues in the lumber market, this ability to produce at lower costs may be an important factor. This example illustrates the principle that competition acts to select out potential techniques for reducing costs but does not necessarily imply a greater rate of profit. The principle weapon in the war of competition is the reduction of production costs.

As an example of a possible method of increasing capital intensivity and hence reducing labour costs in the independent sawmill sector, we may consider the case of tree length harvesting. This example illustrates the constraints on the im-

plementation of capital intensive techniques in the Northern Ontario sawmill sector.

Pollard's (1978: p. 33) comparison of tree length harvesting techniques with cut and skid methods indicates that harvester costs are a function of the amount of tree stems in a particular area while skidder costs are function of the volume per tree. In a situation of decreasing tree sizes in many areas of Northern and Northwestern Ontario, there is an impetus to implement tree length harvesting.

The impetus for tree length harvesting has been identified as originating from five general conditions:

1. decreasing or stagnant man-day productivity;
2. increasing labour and camp costs;
3. decreasing tree sizes in many areas;
4. high labour turnover and labour shortages;
5. increasing compensation costs for cut and skid operations (Dickie, 1978, 103).

However, the requirement of flat terrain, and small even aged stands pose a problem for those wishing to mechanize. The increased capital costs to sawmills in the order of \$100,000 for the Timberjack-30 harvester presently used in the Hearst district represents a real economic constraint. Further, tree length harvesting techniques decrease road costs (Beggs, 1982, p. 30) and unit costs for wood (Kennedy, 1981, p. 15) and allow a greater payload on a hauling unit than the full tree harvesting techniques presently employed by northern sawmill capital.

WOOD CHIPS - AN UNDER-UTILIZED RESOURCE

By the year 2,000, annual allowable cuts in Ontario are predicted to decline by some 20% on long term licenses and 16% on Crown Management Units (Reed, 1980). In fact, the beginning of this decline is expected to be in evidence as early as 1990 given that management periods for working groups overlap (Bonsor and Anderson, 1981). In anticipation of what appears to be certain impending fibre shortages in the forest products industries, much activity has focused on the various options which may be available to the resolve of this crisis. Acknowledgement of the need for improved regeneration of forest lands management has led the way to the development of the recent Forest Management Agreements legislation. Studies have appeared which attempt to assess the timber potential in the relatively as of yet unexploited forest lands north of 50 (Benson, 1980; Reed 1974 and 78). Policy recommendations ranging from the provision of various incentives to encourage fuller utilization of existing resources, the favouring of the requirements of the pulp and paper industry over all other sectors, through to the recommendation that we simply ignore the call to reduce present accelerated cutting allowances have been offered.

When a resource is in large supply, the tendency of those who control it is to exploit it as quickly as possible. When that resource is in short supply, however, intervention

must be effected to ensure that the greatest utilization possible is achieved on behalf of the resource and ultimately the communities for which the resource is crucial. In the following section, we discuss the utilization practices applied to one major wood fibre resource in particular - wood chips. It is the contention of this section that an increase in present utilization of wood chips from lumber production accompanied by a decrease in the harvesting of timber resources as pulpwood would result in greater optimization of existing forest stock; further, that such a reallocation could be achieved to the mutual benefit of both the independent sawmill sector and the integrated pulp and paper sector in Ontario.

The increasing application of wood chips residue to the manufacture of pulp and paper in Canada over the past decade indicates an ongoing re-evaluation of the economic value of wood fibre and the redirection of an increasing amount of fibre flow towards production processes which maximize utilization per harvested volume. Table 1 depicts this trend by indicating an increasing trend towards the utilization of sawlogs and bolts relative to pulpwood in Ontario and Quebec and Canada in general. Quebec has experienced a greater shift away from pulpwood harvesting than Ontario due to the dramatic expansion in its sawmill sector and the introduction of policy changes which facilitate increasing utilization of wood residues by pulp manufacturers. During the same period, Ontario has increased both its sawlog harvest and its pulpwood harvest beyond the national average.

TABLE 1

PRIMARY FOREST PRODUCTION - 1971-1980
(000'S OF CUNITS)

		Saw Logs & Bolts		Pulpwood		Total
Ontario *****	1971	190.0	36%	334.5	64%	525.5
	1972	215.0		365.5		580.5
	1973	224.5		393.5		618.0
	1974	212.5		420.0		632.5
	1975	186.0		280.0		466.0
	1976	260.0		332.0		592.0
	1977	279.5		364.0		643.5
	1978	291.5		374.5		666.0
	1979	322.5		380.3		702.8
	1980	320.0	46%	381.5	54%	701.5
	Variation 1971-80	+68%		+14%		+34%
Quebec *****	1971	327.0	38%	540.0	62%	867.0
	1972	372.0		542.1		914.1
	1973	391.5		576.0		967.5
	1974	431.0		655.0		1,086.0
	1975	396.0		535.0		931.0
	1976	470.0		480.2		950.2
	1977	577.5		445.0		1,022.5
	1978	656.0		462.5		1,118.5
	1979	676.0		496.0		1,172.0
	1980	595.0	58%	435.0	42%	1,030.0
	Variation 1971-80	+82%		-19%		+19%
Canada *****	1971	2,752.7	68%	1,303.2	32%	4,055.9
	1972	2,867.9		1,357.1		4,225.0
	1973	3,421.5		1,496.6		4,918.1
	1974	3,012.2		1,696.3		4,708.5
	1975	2,597.2		1,308.9		3,906.0
	1976	3,470.3		1,300.7		4,771.0
	1977	3,662.4		1,297.2		4,959.6
	1978	3,938.9		1,371.3		5,310.2
	1979	4,041.2		1,448.9		5,490.1
	1980	3,883.1	74%	1,397.4	26%	5,280.5
	Variation 1971-80	+41%		+ 7%		+30%

Source: Statistics Canada, 25-201

Throughout the past decade Ontario's growth in wood pulp production has also increased at a rate greater than the country as a whole. Its share of total Canadian pulpwood production from all processes has increased from 21% in 1971 to 31% in 1980 (Table 2). Ontario increased its pulpwood production by 27% during the same period in which Quebec's production decreased by 23%. However, Table 2 also indicates that Ontario's percentage of wood chips to pulpwood utilized in wood pulp production follows behind that of Quebec, and also British Columbia and the nation as a whole. In 1980, for example, wood chips accounted for only 26% of the furnish for Ontario pulp mills while Quebec and British Columbia mills utilized wood chips in proportions of 43% and 75% respectively.

Table 3 further indicated Ontario's relatively poor performance in wood chips utilization over the past decade. While lumber production increased in all the major forest products provinces, Ontario's increase in wood chips production did not match that of the other provinces or the country as a whole. It should be noted here that "production" means "consumption" inasmuch as production figures are determined by shipment figures.

This apparent falling behind in wood chips utilization by Ontario's pulp and paper companies cannot be explained by shortages in wood chip supplies. Table 4 indicates that between 1970 and 1977 a surplus of supply has existed each year leading to exports to Quebec and the United States. Table 5 indicates an increased chip surplus of 196% in Canada between

TABLE 2

UTILIZATION OF WOOD CHIPS VS. PULPWOOD
IN THE PRODUCTION OF WOOD-PULP 1971-1980

		Wood Chips (000's Cunits)		Pulpwood (000's Cunits)		Wood-Pulp (000's Tons)
Ontario	1971	63.3	15%	369.0	85%	380.0
*****	1972	72.9		383.7		393.8
	1973	84.9		378.1		404.4
	1974	90.4		404.3		427.4
	1975	62.3		270.9		280.0
	1976	82.6		322.5		337.3
	1977	118.9		369.1		403.7
	1978	137.1		376.6		454.9
	1979E	141.9		395.1		468.2
	1980	146.7	26%	413.5	74%	481.5
Variation	1971-80	+132%		+12%		+27%
Quebec	1971	119.0	17%	567.0	83%	624.5
*****	1972	138.9		553.7		649.6
	1973	152.5		505.9		616.3
	1974	170.2		590.7		700.2
	1975	155.6		476.4		573.0
	1976	239.4		485.2		648.3
	1977	221.1		475.2		646.0
	1978	277.8		502.1		731.0
	1979E	310.1		481.0		715.8
	1980	342.3	43%	459.9	57%	700.6
Variation	1971-80	+188%		-19%		-23%
British Columbia	1971	433.3	58%	312.3	42%	485.9
*****	1972	479.7		309.7		504.4
	1973	475.1		347.0		588.3
	1974	589.9		323.3		580.6
	1975	459.7		272.1		440.7
	1976	672.7		245.6		586.4
	1977	636.3		199.9		532.5
	1978	682.7		213.5		598.1
	1979E	698.2		223.2		617.8
	1980	713.7	75%	232.9	25%	637.4
Variation		+ 65%		-25%		+31%
Canada	1971	691.4	30%	1,597.8	70%	1,823.4
*****	1972	777.4		1,642.7		1,923.9
	1973	920.8		1,687.9		2,046.2
	1974	999.5		1,796.0		2,169.1
	1975	781.9		1,395.0		1,665.9
	1976	1,139.7		1,485.2		1,978.2
	1977	1,088.4		1,484.7		2,002.7
	1978	1,204.8		1,547.6		2,221.4
	1979E	1,270.8		1,558.9		2,250.9
	1980	1,336.8	46%	1,570.1	54%	2,280.3
Variation	1971-80	+ 93%		- 2%		+25%

Source: Statistics Canada, 36-204

TABLE 3

LUMBER PRODUCTION VS. WOOD CHIP PRODUCTION
1971-1980

		<u>Lumber Production</u> (Millions Board Feet)	<u>Wood Chip Production</u> (000's Cunits)
Ontario	1971	894.4	73.5
*****	1972	965.9	84.1
	1973	1,131.9	97.2
	1974	1,199.6	105.9
	1975	980.2	90.8
	1976	1,175.2	107.9
	1977	1,352.2	139.2
	1978	1,622.2	152.9
	1979	1,758.7	172.5
	1980	1,893.2	184.9
Variation	1971-80	+112%	+152%
Quebec	1971	1,716.9	121.4
*****	1972	2,108.1	152.0
	1973	2,357.3	176.0
	1974	2,235.7	175.2
	1975	2,028.8	179.1
	1976	2,428.7	298.8
	1977	2,751.6	280.9
	1978	3,208.8	292.8
	1979	3,440.8	341.9
	1980	3,415.3	355.0
Variation	1971-80	+ 98%	+192%
British Columbia	1971	8,937.4	446.5
*****	1972	9,506.0	481.1
	1973	10,423.6	579.7
	1974	8,741.8	594.0
	1975	7,445.3	494.0
	1976	10,626.1	649.0
	1977	12,026.0	654.7
	1978	12,531.3	673.7
	1979	12,864.7	708.6
	1980	11,953.6	813.9
Variation	1971-80	+ 34%	+ 82%
Canada	1971	12,735.0	714.9
*****	1972	13,984.7	792.3
	1973	15,529.0	937.6
	1974	13,612.2	987.4
	1975	11,571.0	854.4
	1976	15,604.2	1,081.9
	1977	17,642.9	1,202.3
	1978	19,022.2	1,252.8
	1979	19,790.3	1,379.0
	1980	19,067.9	1,510.9
Variation	1971-80	+ 50%	+111%

Source: Statistics Canada, 25-202

TABLE 4
ONTARIO PRODUCTION/CONSUMPTION OF
WOOD CHIPS 1970-1977

	Production (B.D.T.)	Consumption (B.D.T.)	Surplus (B.D.T.)
1970	773,871	610,922	162,949
1971	949,171	756,236	192,935
1972	1,073,268	903,273	169,995
1973	1,363,815	1,166,783	197,032
1974	1,457,195	1,199,440	257,755
1975	1,283,006	1,089,241	195,765
1976	1,473,724	1,254,243	219,481
1977	1,800,887	1,577,573	223,314

Source: Peat & Marwick, 1979

TABLE 5
CANADIAN EXPORTS OF WOOD CHIPS 1970-1981
(B.D.T.)

1970	486,515
1971	846,527
1972	668,865
1973	795,654
1974	648,487
1975	519,460
1976	775,613
1977	1,009,837
1978	1,224,490
1979	1,283,945
1980	1,480,513
1981	1,441,946
Increase:	1968

Source: Canadian Forestry Statistics,
25-202

the years 1970-81. These surpluses are usually exported to the United States and Japan.

It should be noted that actual surpluses of wood chips to Ontario needs are no doubt greater than indicated in Table 4 and 5. Again, this data reflects the measurement of the production of chips based on actual shipments rather than actual production. Wood chips produced at an independent sawmill may not find a market and are therefore neither shipped nor included in the calculation of total chip production. After a lengthy closure, pulp mills are likely to start up production based on chips from their own chiprooms rather than utilize existing supplies stockpiled in the yards of the independent sawmillers. (eg. 1975). In this instance, the sawmillers are left with little alternative but to either burn or bury their chips (Peat, Marwick and Partners, 1979). One relatively small sawmill in Northwestern Ontario estimated that it forgoes approximately \$70,000 per year due to underutilization of the chippable residue produced. Lack of demand was cited as the explanation. Another small sawmiller, when asked to estimate how much revenue was forgone by the underutilization of his chippable residue replied that a better question might be how much it cost him to simply dispose of it.

The failure on the part of the Ontario pulp manufacturers to increase their proportionate utilization of wood residue at the same rate as other provinces is rather surprising given that Ontario has the highest delivered wood costs in Canada

(Sandwell, 1977; Bonsor and Anderson, 1981). Reed (1980) has suggested that the industry is constrained in its use of wood chips by technical imperatives. He indicates that on average pulping processes require at least 35% of the mill furnish in roundwood form. This was the case in British Columbia in 1980 when the roundwood component of production accounted for 33% of the total wood furnish (Table 2). If this figure was achieved in the Ontario pulp sector, the roundwood requirement of pulp mills would be reduced dramatically. Table 6 indicates that in 1980 roundwood requirements could have been trimmed by 53% while wood chip requirements could have been increased by 147% had the 35% roundwood requirement been realized. This would represent a potential redirection upwards of two million cunits of roundwood towards the sawmill sector.

Peat and Marwick (1979) similarly indicate that integrated pulp and paper companies in Ontario fall far short of realizing their potential wood chip utilization. With no major alterations having to be made in the pulp or newsprint mill processes, the study estimates that a further 3,778,784 bone dry tons of wood chips could potentially have been consumed in Ontario in 1977. This represents an increase of 238% above levels which existed at that time (Table 7). Furthermore, the study points out that Ontario trails other major pulp producing provinces in terms of actual chip utilization as a percentage of potential. While Ontario mills were consuming 29% of their chip potential, Quebec's rate was 41.5% and British Columbia's rate was over 90% of estimated potential.

TABLE 6

ACTUAL UTILIZATION OF WOOD CHIPS BY PULP
MILLS IN ONTARIO VS. POTENTIAL UTILIZATION
1971-1980
(000'S CUNITS)

	<u>Actual Chip Utilization</u>		<u>Actual Pulpwood Utilization</u>		<u>Potential Chip Utilization</u>		<u>Potential Pulpwood Utilization</u>	
1971	63.3	15%	369.0	85%	281.0	65%	151.3	35%
1974	90.4		404.3		321.5		173.1	
1977	118.9		369.1		317.2		170.8	
1980	146.7	26%	413.5	74%	364.1	65%	196.1	35%

Source: Statistics Canada, 36-204

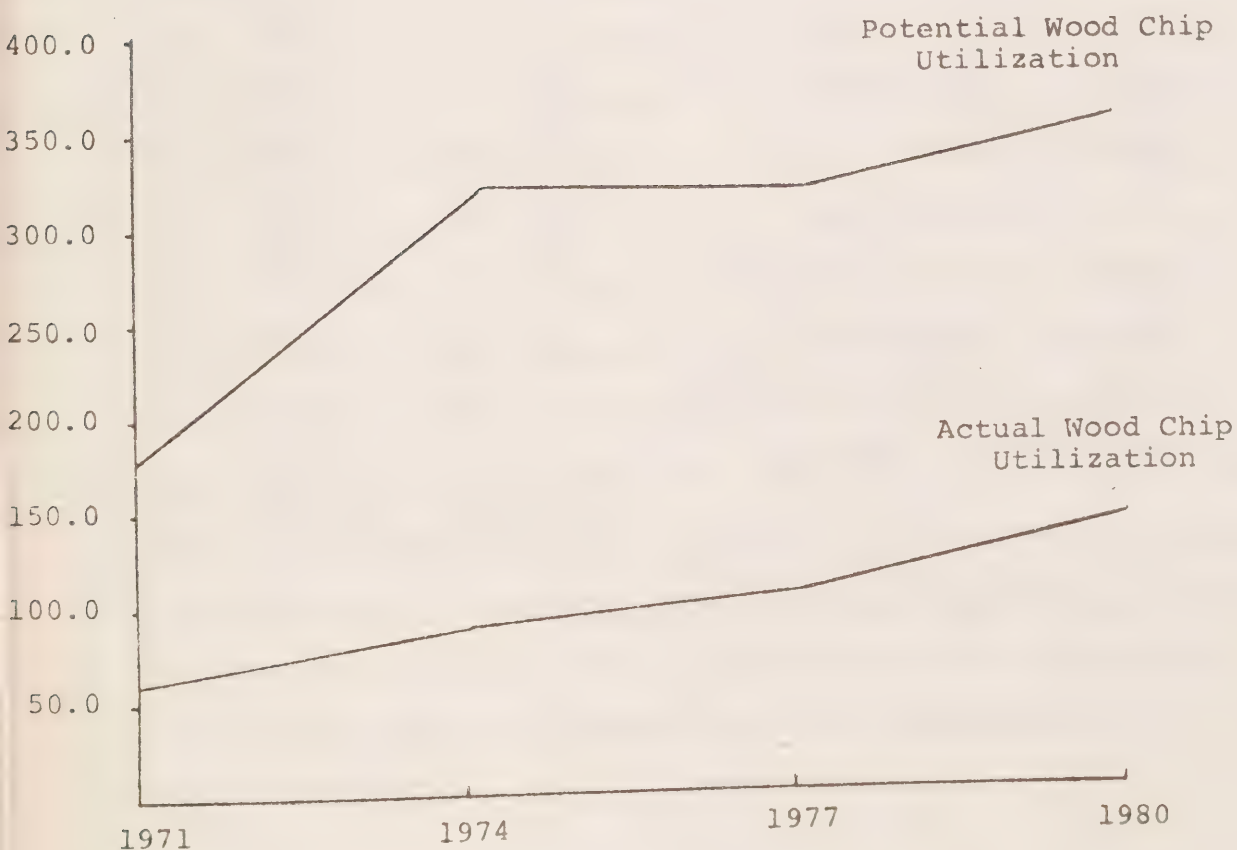


TABLE 7
ESTIMATED CONSUMPTION VS. ESTIMATED POTENTIAL
CONSUMPTION OF WOOD CHIPS - 1977
(B.D.T.)

	<u>Estimated Consumption</u>	<u>Estimated Potential</u>	<u>% Potential</u>
Boise Cascade - Kenora	11,200	113,850	9.9
Boise Cascade - Fort Frances	30,000	655,500	4.6
Reed - Dryden	66,000	396,000	16.7
Abitibi - Thunder Bay 3 Mills	117,000	155,250	75.3
Great Lakes - Thunder Bay	184,300	859,740	21.4
Domtar - Red Rock	206,472	385,000	53.6
Kimberley Clark - Terrace Bay	102,000	767,625	13.3
American Can - Marathon	159,050	350,000	45.4
Abitibi - Simcoth Rock Falls	151,243	252,000	60.0
Abititbi -Iroquois Falls	105,000	165,000	63.6
E.B. Eddy - Espanola	286,043	480,000	59.6
Spruce Falls - Kapuskasing	124,532	177,330	70.2
Abitibi - Sturgeon Falls	40,000	109,050	36.7
Domtar - Trenton & Cornwall	3,700	350,000	1.1
Ontario Paper - Thorold	-	149,000	-
	<u>1,586,561</u>	<u>5,365,345</u>	<u>29.08</u>

Source: Peat & Marwick, 1979

An increase in wood chip utilization approximating this magnitude could not only consume all surpluses generated in all of Canada, but would also place demands on all wood residue resources as of yet untapped. Roundwood consumption by the pulp and paper sector would be at drastically reduced levels thereby freeing up vast amounts of standing forest resources to be utilized more efficiently in the production of lumber and wood chips by the sawmill sector. Even a partial redistribution of wood fibre in this nature would place the independent sawmill sector in Ontario in a position of increasing capacity rather than impending insolvency.

Given that surplus levels of wood residue do exist in Ontario and technical specifications within the pulp and paper industry do not mitigate against a much increased level of chip consumption, it is surprising that pulp manufacturers are reluctant to increase chip utilization and allow a redistribution of timber supplies. However, in the forest products industry the single most important factor is long term cutting rights to abundant sources of wood fibre of adequate quality. The primary impetus behind the many recent mergers and takeovers within the industry is resource appropriation. Pulp manufacturers are concerned that if it can be shown that they do not require as much roundwood to sustain their operations, the government may reduce their timber limits in favour of competing sectors. It has been this concern in part that has prompted the pulp companies to enter into lumber producing operations.

In Quebec, 1974, Bill 27 revoked all long standing timber limits in favour of conditional volume agreements between the Crown, pulp manufacturers and independent sawmillers. This facilitated the way to greater chip utilization by the pulp and paper industry and increased timber supplies to sawmills. Bill 27 ensured more effective utilization of Quebec's forest resources.

Under the present organization of resource allocation, one of the few ways that independent sawmill operators can acquire more timber stock is to negotiate short term third party cutting agreements with large licence holders. Generally, such an agreement obligates the sawmill to pay a stumpage fee to the licence holder plus the licence holder usually retains first right of refusal on all wood chip residue at a price per ton usually lower than open market. The integrated companies are happy with this arrangement because it allows them ultimate control over the majority of standing forest resources in Ontario plus an additional amount of wood fibre in the form of chips. If present timber rights were revoked and allocation reorganized to allow the independent sawmill sector to increase capacity and match increased wood chip demand, the large pulp companies would be forced to relinquish their present control over wood supplies and chip prices. Given forecasts of impending fibre shortages, the integrations are especially loath to permit the erosion of this control.

Wood chip revenues are becoming an increasingly important component of the total revenues of the sawmill sector. Table 8

TABLE 8

TOTAL VALUE OF LUMBER SHIPMENTS
VS. TOTAL VALUE OF WOOD CHIP SHIPMENTS
1971-1980

		<u>Value of Lumber</u> <u>Shipments</u> (Millions of Dollars)		<u>Value of Wood Chip</u> <u>Shipments</u> (Millions of Dollars)	
Ontario *****	1971	8.9	85.2%	1.5	14.8%
	1972	11.6		1.7	
	1973	16.3		2.1	
	1974	15.3		2.7	
	1975	11.7		3.2	
	1976	14.2		4.8	
	1977	18.7		6.9	
	1978	27.3		8.0	
	1979	34.3		9.1	
	1980	31.0	74.2%	10.8	25.8%
Variation	1971-80	+249%		+600%	
Quebec *****	1971	16.1	85.7%	2.7	14.3%
	1972	24.6		3.6	
	1973	32.4		4.5	
	1974	29.2		5.3	
	1975	26.3		7.2	
	1976	33.1		8.8	
	1977	42.7		12.7	
	1978	58.1		13.3	
	1979	69.5		17.6	
	1980	64.2	75%	21.4	25.0%
Variation	1971-80	+300%		+700%	
British Columbia *****	1971	80.1	91.2%	7.7	8.8%
	1972	111.6		7.9	
	1973	154.7		11.2	
	1974	127.8		17.0	
	1975	94.9		19.3	
	1976	155.6		23.7	
	1977	212.1		23.6	
	1978	272.4		21.5	
	1979	328.9		23.2	
	1980	276.2	86.6%	42.9	13.4%
Variation	1971-80	+245%		+456%	
Canada *****	1971	115.9	89.2%	14.1	10.8%
	1972	163.2		15.4	
	1973	222.7		20.2	
	1974	187.8		28.5	
	1975	147.3		33.0	
	1976	220.3		41.6	
	1977	295.9		48.7	
	1978	386.3		48.5	
	1979	466.7		55.8	
	1980	400.5	83.0%	81.8	17.0%
Variation	1971-80	+245%		+481%	

indicates that in Ontario the value of shipments of all species of lumber increased by 249% between 1971-80 while the value of shipments of wood chips increased by 600% for the same period. In Ontario, wood chips' share of total revenue increased from 14.8% in 1971 to 25.8% in 1980, while in Quebec, it rose from 14.3% to 25% and in British Columbia, it rose from 8.8% to 13.4%. In 1980, total dollar value of wood chip revenue was \$107 million for the sawmill sector in Ontario, over half of which was accrued by the independent sawmill sector itself. The significance of wood chip sales by independent sawmillers can be illustrated by the fact that without such revenues, they would have suffered a net operating loss for seven of the past ten years (Peat and Marwick, 1979, p. iv-2).

While chip prices have been increasing, they have not matched increases in total wood costs at the mill. Table 9 breaks down the operating costs for Ontario's independent lumber producers between 1970-80. Total wood cost at the mill including stumpage fees, royalty payments, hauling and slashing increased by over 300% from 19.04 to an estimated 77.26 per cunit. Chip prices increased by approximately 260% from 17.06 to an estimated 61.32 per bone dry ton.

Given the increasing importance of wood chip sales to the viability of the independent sawmill sector, and the need to bring down wood costs in both the lumber and pulp producing sectors, alterations to existing relations to fibre supply must be brought about. Sandwell (1977) has indicated that

Harvesting and Manufacturing Costs of Ontario Independent Lumber Manufacturers (1)

WOODLANDS: (in mils)	1970	1971	1972	1973	1974	1975	1976	1977	1978 ²	1979 ³	1980 ³	1981 ³	1982 ³
Tree harvesting (3)	12.22	16.80	21.83	26.11	29.12	33.17	40.99	39.99	43.43	49.19	53.34	53.34	336%
Hauling Costs	3.90	4.27	5.26	7.62	9.03	9.71	11.81	12.39	13.51	15.67	16.97	16.97	335%
Slashing (if done in bush)	2.92	3.10	3.76	4.00	4.02	4.25	3.80	6.73	9.88	6.75(2)	6.35(2)	6.35(2)	138%
Total wood cost at mill	19.04	22.17	30.85	37.73	42.17	47.13	56.60	59.11	66.82	71.61	77.26	77.26	306%
SAWMILL COST: (per thousand)													
Wood cost per MFBM	40.00	42.12	55.53	59.15	66.61	84.26	92.06	106.71	121.79	143.21	153.60	153.60	284%
Sawmill costs	22.89	25.10	27.88	29.81	35.07	40.65	43.04	47.65	60.17	65.50	69.50	69.50	209%
Less: revenue (from woodchips)	(17.06)	(18.93)	(17.80)	(18.00)	(26.06)	(36.45)	(40.20)	(46.51)	(50.40)	(58.72)	(61.32)	(61.32)	259%
Net sawmill cost	5.83	6.17	10.08	11.81	9.01	4.20	2.84	1.14	9.77	6.87	8.18	8.18	40%
Net cost of rough lumber	45.83	48.29	65.61	70.96	75.62	88.46	94.90	107.85	131.56	149.99	167.80	167.80	253%
Planer mill cost	9.13	9.40	11.09	13.72	11.53	12.88	15.64	15.85	16.25	20.75	22.37	22.37	145%
Dry kiln and handling	3.96	3.78	3.20	4.10	3.02	2.60	4.36	5.81	6.80	6.20	6.95	6.95	76%
Administration expense	16.62	20.04	21.68	20.11	17.91	22.80	23.67	18.59	19.94	18.25	17.63	17.63	6%
Total cost of lumber	75.54	81.51	101.58	108.89	108.08	126.74	138.57	148.10	174.55	195.19	208.75	208.75	176%
Average revenue per MFBM	82.40	97.60	124.45	146.38	14.70	122.94	138.85	149.64	187.98	203.83	209.08	209.08	154%
Gross profit (loss) per MFBM	6.86	16.09	22.87	37.49	33.62	(3.80)	.28	1.54	13.43	8.64	.33	.33	N/A

Source Peat, Marwick and Partners Survey

(1) The above data are averages based on cost information supplied by independent lumber manufacturers. All manufacturers did not supply data for all years. A limited number of manufacturers supplied data for the early years (1970-72) and accordingly the averages for those years are less representative of all manufacturers.

(2) Drop in cost due to large reductions in slashing in bush. With change to tree length harvesting most slashing will be done at roadside or mill.

(3) Includes stumpage and royalty payments.

Northern Ontario suffers the highest costs for not only wood but also energy, labour, chemicals and administration compared to all other regions in Canada plus the southeastern United States. The study concludes that "Canadian manufacturers are not now in a competitive position relative to United States manufacturers...and the cost gap is widening." (p. 46). This cost gap could be lessened by a re-allocation of forest resources which favours a decreasing rate of pulpwood harvesting and an increasing rate of wood chip consumption. It has already been shown that a significant reduction in pulpwood utilization could be achieved by increasing the proportion of wood chip residue produced at sawmills. The pulp and paper sector would benefit from significant wood cost savings by utilizing a higher proportion or purchased wood chips in their operations. Sandwell (1977) determined that in Northern Ontario the cost incurred by bleached kraft pulp producers per cunit of roundwood was \$79.10 compared to \$63.60 for an equivalent amount of wood chips purchased from a sawmill. It should be noted here that the \$79.10/cunit price represents the cost of the roundwood only, and does not include the production costs (capital investment in equipment, depreciation, maintenance, energy, labour, administration, and so on) of actually chipping the wood. Chips purchased from a sawmill have already absorbed these costs. Bonsor and Anderson (1981) indicated that the laid-down cost of roundwood at Northern Ontario pulp mills averaged about \$88.00 per cunit (before chipping) while the average delivered price of wood chips was

about \$74.00 per cunit. Peat and Marwick (1979) calculated that at the time of their study the integrated companies were incurring an average cost of \$80.32 per bone dry ton of chips that they themselves produced from roundwood. In contrast to this, the integrateds were purchasing chips at a delivered price of between \$58.00 - \$60.00. While actual prices reported in the above studies vary, the fact that chips produced from roundwood at the pulpmill are more expensive than chips purchased from sawmillers is consistent throughout.

Increased wood chip demand by an industry which has dramatically curtailed its own roundwood production of chips would have to be met by sawmill operations. The pulp and paper industry has been reluctant to increase its dependence on the independent sawmill sector due in part to its apparent volatile nature. The sawmill sector in Canada suffers a heavy dependence on extra-provincial residential construction and as such reflects the dramatic cyclical nature of the North American construction industry. Reed (1980) presents the integrated companies' concern that "undue reliance on purchased sawmill chips can seriously affect the ability of a pulpmill to achieve its production goals" and that "harvesting operations cannot be developed or expanded substantially overnight to meet a fall-down in chip supply." (p. 43). The concern over wood chip control has played a part in the recent involvement in lumber production by the integrated companies. However, if chip production by independent sawmills was allowed to become more profitable through increased sales and increased prices, the

effect would be increased stability in a fluctuating lumber market. The chip production component of the sector would become a larger contributing factor in overall sawmill economics. Essentially, the cyclical nature of the housing industry would be reduced in its influence upon sawmill viability due to the sawmill's increased trade with the relatively stable pulp and paper industry.

Wood chip sales are slowly becoming equal partners with lumber sales in overall sawmill revenue. In Ontario in 1971, wood chip revenue accounted for 14.8% of total revenue while in 1980, it had increased to 25.8% of total revenue (Table 8). Fifteen years ago lumber production determined chip production. This seemed to follow logically given that wood chips were considered to be a waste product. Today, however, decisions to produce lumber always take into account the marketing opportunities which exist to utilize the chips. Indeed, many independent sawmillers will curtail lumber production during pulp mill closures or slowdowns rather than risk a 40% devaluation of stockpiled wood chips (Peat and Marwick, 1979). When asked how much surplus wood residue in the form of chips was generated by lumber production, one large sawmill operator surveyed in our study replied that he couldn't afford to produce a surplus. We may be approaching a time when wood chip production determines lumber production.

Increased prices for wood chips is required to contribute to the viability of the independent sawmill sector. This could be achieved along with increased utilization of wood chips by

pulp manufacturers to the mutual benefit of both sectors. In spite of the fact that Ontario pulp mills increased chip consumption by over 200% between 1971-80, pulp manufacturers still insist that chips are waste production and should not be expected to make a profit or even off-set production costs. Chipping wood does present a cost to independent sawmillers, however. Capital investments in chippers and barkers must be considered along with depreciation, maintenance, labour, energy, administrative costs and net wood costs. Since the advent of full tree length harvesting, wood chip fibre represents on average almost 50% of the total fibre harvested by sawmilling operations. By any standard of good business practice and efficient resource utilization, this cannot be considered as "waste". Nevertheless, independent sawmillers in Ontario lose money on every ton of chips they sell. The 1977 cost incurred by independent sawmills in the manufacture of one bone dry ton of wood chips averaged just over \$60.00. At that time, most pulp manufacturers were paying \$58.00 - \$60.00 per delivered ton resulting in a sawmill net price which ranged between \$37.00 and \$45.00 depending on distance transported. At the same time, pulp manufacturers were producing wood chips from roundwood at a minimum cost of \$80.00 per bone dry ton. A more reasonable price of chips delivered to the mill would have been \$70.00 - \$80.00. This could still have reduced the net wood cost to the pulp mill while at the same time providing a more equitable return to sawmillers (Peat & Marwick, 1979).

The Forest Resource Inventory

The question of the forest resource inventory is crucial to the sawmill sector where the production of lumber is a function of the size and quality of timber. When profit margins are slim and financial reserves low a decision to harvest in a particular area based on an inaccurate inventory analysis can mean dollars and jobs. The forest resource inventory as an estimation of the amount of timber in an area should be used in conjunction with yield tables to plan, forecast and regulate harvests. However both these instruments are crude and inaccurate. Bonsor and Anderson and Reed restate Armson's contention that the forest resource inventory estimates used in determining annual allowable cuts overestimate volumes of available timber by as much as one third (Armson, 1976).

This assertion is supported in Scott's analysis of the region north of Dryden where he concludes that FRI estimates should be revised downwards by 31% for poplar, 20% for jack-pine and 37% for spruce (Scott, 1980: Appendix).

This situation is compounded by the use of normal yield tables. The application of a normal yield table for the prediction of potential timber volumes involves three assumptions:

- (a) even aged stands,
- (b) species' composition and site indexes remain the same throughout the life time of the stand and,
- (c) no major climatic fluctuations occur.

Variations in stand density, stocking, site quality or climatic factors such as drought are reflected in variations in growth and hence yields (Scott, 1980, p. 19f; Morandin, 1981, pp. 1 - 4; Ritchie, 1980, p. 3, pp. 19 - 22; Thompson, 1981, p. 34). Effective forest management on a sustained yield basis requires accurate predictions of growth and future yields if it is to have any more than political validity as a principle.

The ultimate constraint on inventory and yield table accuracy is money. The inventory is based upon a sampling intensity of one plot per square mile on average (Armson, 1976). The key phrase is on average as sampling is often a function of site accessibility. Given that the precision of the inventory is inversely proportional to the square of the number of sample units (Morandin, 1981, p. 4) an increase in inventory accuracy of even 5% would require a large number of sample units. At costs estimated at \$15.12 per plot (Morandin, 1981) this would involve large expenditures by the Ministry of Natural Resources. Low intensity sampling, the perils of photo interpretation and the unworlly assumptions of the normal yield table are reflected in the generally skeptical attitude of sawmill operators with regard to the reliability of the FRI and hence annual allowable cut estimates. Without accurate inventory and allowable cut data, no rational reallocation of forest resources can be made.

The Implications of Forest Management Agreements for the Independent Sawmill Sector

FMA's do not change third party agreements between sawmill operators and the integrated pulp and paper corporations in

any substantive manner (cf. Auld (a), 1980). Third party agreements remain the shaky or tenuous sources of fibre for the saw-mill sector that they always have been. The independent saw-mill operator is at the whim of the pulp and paper firms in terms of volumes derived from third party agreements. To quote the present minister of Natural Resources, "...there is no guarantee - and never has been, as far as I know - that a third party agreement would carry on forever."

The FMS's do offer the potential for fibre reallocation. A clause within the FMA specifies that an FMA holder who is not fully utilizing the allocated allowable cut must either declare such volumes as surplus or arrange with another party to cut this surplus volume. If this unutilized volume is declared surplus, the minister may direct that wood to a particular sawmill (Auld, 1980 (a)).

Further, an FMA holder's performance in terms of regeneration efforts will affect both allowable cuts and its tenure or term of agreement (Auld, 1979 (a)). Thus, if a company fails to perform regeneration obligations, an FMA may be terminated thereby releasing an area for reallocation. Of course this is just a technical possibility. Given the capital investment represented by a kraft or newsprint mill and the number of jobs dependent upon a particular mill, it is unlikely that wood fibre will be reallocated to sawmills from FMA's currently held by the integrated pulp and paper sector by reason of regeneration failure.

What becomes significant for independent sawmills are the implications of reductions in annual allowable cuts by virtue of unsatisfactory regeneration. If the integrated sector fails to live up to the regeneration obligations of the FMA and thereby suffers a reduction in the annual allowable cut, how will this affect third party agreements. We would speculate that volumes available for third party agreements would decline thereby jeopardizing the supplies to the sawmill sector. One might say that the sawmill sector has a vested interest in the regeneration efforts of the integrated pulp and paper corporations. The reduction of allowable cuts for regeneration failure remains a paper threat; only time will tell if this legislation has any real teeth. In effect, independent sawmills would suffer for the crimes of the integrated corporations, a rather perverse form of the dependency relationship which exists between the two sectors.

Of the independent sawmillers surveyed, all agreed that Forest Management Agreements were laudable, if in principle only, in terms of their regeneration tenets. However, confusion existed as to how exactly the independent sector would fit into the new legislation. One operator pointed out that their industry was completely left out of the Armson Report which has served as the basis for the present structure of the F.M.A.'s. A review of the Armson Report indicates that this is in fact so. Given that the report was based upon a full year of interviews and observations undertaken right across Canada and into the United States, this omission is either an

indication of a gross lack of insight or a subtle admission as to where the government of Ontario places the independent sawmill sector in its policy plans for the future.

At the same time that we conducted our survey, the Minister was formulating what he called a "mini-F.M.A." to be negotiated with the independents. At the time of printing, this document was unavailable to us. When asked to comment on expectations with regards to "mini-F.M.A.'s", one operator expressed his concern that, in keeping with other government policies affecting his operations, "mini-F.M.A.'s" are only likely to provide "mini-advantages" in relation to the agreements negotiated with the large integrated companies. He believed that new forest management policy should be applied equally to all forest harvesting sectors thereby ensuring against the legitimized advantage of one sector over another.

Another concern voiced by those surveyed was the added costs that entering into F.M.A.'s might produce. Forestry personnel would have to be added to their staffs to oversee regeneration activities. Planting equipment would have to be purchased. Given the uncertainties facing the independents in this regard, all surveyed indicated that they would initially subcontract tree planting operations.

A review of existing Forest Management Agreements between the M.N.R. and forest products companies tends to make one skeptical as to their effectiveness in guaranteeing successful regeneration of harvested land. It has already been suggested that the clout embodied within the agreements which can be

held over the heads of the pulp and paper companies is the power to withdraw allocations. However, the clauses which speak to such eventualities are rife with Ministerial discretion. That is, at the end of each five year term of the 20 year agreement period, the Minister is to decide whether or not the obligations of the company have been satisfactorily performed. In the instance where performance has been unsatisfactory, the Minister may - that is, the Minister is not obligated - specify a time period in which the company is requested to perform the obligations in default. If after this period of time the company is still in default of its contractual obligations, the Minister may - again, not shall - terminate the agreement. Meanwhile, if the company's performance is satisfactory, the Minister is obligated - no discretion allowed here - to extend the remaining period of the agreement a further five year term.

Another example of the "discretionary" loopholes which pervade the new F.M.A.'s can be found in the clause which deals with the utilization of Crown timber and surpluses. It is stated that should a company's management plan admit that an amount of timber in excess of harvesting requirements exists within the agreement area, the Minister may take action to have it harvested. Firstly, companies will ensure that management plans do not reveal surpluses that cannot be justified, secondly, the Minister is not obligated to redirect any surplus to the production operations of another company who may desperately need such timber. Management plans within F.M.A.'s have

a term of 20 years - a period quite sufficient to justify actual surplus amounts of timber with promises of increased investment and production capacity - promises which may never actually come to fruition.

Much of the success of F.M.A.'s will depend on availability of funds. According to the agreements the Ministry has agreed to pay the integrated companies to build access roads, do site preparation, replant licenced cutovers and tending, and will provide free seeds and nursery stock delivered to the site. Should economic conditions continue their downturn, there will exist a tendency to relax the ground rules which govern the performance of the pulp companies. Given the total discretionary power of the Minister with the F.M.A. legislation, there exists no guarantee that economic pressures will not be used to justify a possible failure in the regeneration program. Historically funds have always been available to provide access roads for massive harvesting operations and it should be expected that, in an economic squeeze, road building, and subsequently harvesting, will in every case take priority over regeneration spending.

HEARST

Aside from the present market conditions which adversely affect lumber sales and production, constraints on timber supply was cited to be the most serious problem facing all three independent sawmill operators surveyed. It was generally felt that given the cyclical nature of lumber markets, diminished sales and increasing inventories is a relatively short term situation. Adequate sources of wood fibre, on the other hand, was seen as a long term problem which literally threatens the solvency of the mills and the community of Hearst itself.

Hearst independents rely heavily on private lands for their wood supply. Presently, Hearst independents harvest approximately 25% of their total softwood needs through agreements primarily with Domtar and Newago freeholdings. Within the Hearst district, approximately 16% of total productive forest is freehold owned by the two integrated pulp and paper companies. To date, little assessment and inventory work has been accomplished to indicate exactly when the present cutting rate will be curtailed due to resource depletion. Ministry officials have estimated that on a basis of 2.9 cunits per hectare the total annual allowable cut for private land is 6,624 cunits per year. Present harvest levels are many times greater than the allowable cut. Given that essentially no regeneration efforts are being undertaken on private holdings, long term security of timber supply is not achieved by these agreements. Even short term security is negligible given the

fact that technically these agreements can be cancelled on relatively short notice. One sawmill operator in Hearst stands to lose 20% of his timber supply when an agreement with a large private land holder expires in less than two years. As the availability of wood fibre from private holdings decreases, the need to acquire equal volumes from Crown land increases.

Wood fibre from outside the district is also called upon to satisfy requirements of the independents. Third Party Agreements negotiated with large licence holders and approved by the Ministry of Natural Resources make up the largest part of this supply. Of the three sawmills surveyed, two are presently involved in Third Party Agreements from which they receive approximately 23% of their combined sawlog supply. Both of these agreements are based on holdings outside of the Hearst district and as such result in higher transportation costs. One operator is presently trucking a significant portion of his sawlog harvest over 75 miles to his mill.

Third Party Agreements are the only available means by which independent sawmill operators can acquire timber stock from the licenced holdings of large integrated companies. Throughout such negotiations, the independents are in an extremely weak bargaining position given that they are requesting access to a raw material that is in decline both in terms of quality and quantity. No legislation grounded in statutory law exists which can force large licence holders to free up surpluses for the use of the independent sawmill sector. Moral suasion has been tried in the past by government officials

with inconsistent results. Typically, it becomes a debate over definitions of "need". Pulp and paper companies argue that timber resources within their licenses which are surplus to present needs are in fact necessary to fulfill the requirements of planned increased capacity. What little fibre flow occurs as the result of Third Party Agreements is at a cost to independents which will effect a profit for the license holder. Furthermore, the license holder will retain a first right of refusal commitment on all wood residue generated from the harvested wood at prices which are usually set below open market levels.

Third Party Agreements are at best a short term solution to the long term problem of wood fibre shortages for the independent sawmill sector. As in the case of volume agreements with private land holders, Third Party Agreements are subject to cancellation on relatively short notice. Considering that over half of the raw wood material necessary to feed the independent sawmill sector in Hearst can be withdrawn on short notice by a competing sector, the future viability of this sector at present levels of production is certainly in question, while the implications for increased capacity are obvious. When asked whether they had any plans for mill expansion of capacity, two of the three sawmills surveyed in Hearst replied in the negative. One sawmill had just finalized merger procedures with another sawmill in the district. The reason given for the merger was for the purpose of attaining more licensed wood supply. This sawmill will now be capable of

increased production by operating 12 months out of the year instead of eight. However, there will be a net decrease in production below that which existed when both mills operated, along with a permanent loss of jobs.

Independents in the Hearst district harvest approximately 50% of their sawlog requirement from four Crown Management Units through Order-in-Council licences. These four Crown Management Units comprise 70% of the total productive forest land (excluding freeholds) in the district. Of these four units, one has no annual allowable cut for softwoods. There is a fifth unit included in the district but an inventory of the forest resources has not yet been accomplished and no cutting is presently taking place. The annual allowable cut of softwood for all four units is 188,493 cunits while actual commitments total 175,750 cunits. However, the average annual harvest presently totals 185,591 cunits of softwood. Clearly all three independent sawmills are fully utilizing their licences to cut softwood on Crown Management Units. (Table 10).

The one Company Management Unit in the Hearst district is licensed to Ontario Paper Company of Thorold, Ontario. This unit makes up 30% of the productive forest area in the district (not including freeholds). Its annual allowable cut has been increased from 165,226 cunits to 269,620 for both softwood and hardwood to allow an accelerated cut of over-mature timber. Its softwood annual allowable cut is 137,500 cunits from which 16,512 cunits have been committed to a sawmill in the district. Of the remaining 120,988 cunits, only

TABLE 10

ANNUAL ALLOWABLE CUT VS. AVERAGE HARVEST
HEARST DISTRICT CROWN MANAGEMENT UNITS

<u>Crown Management Unit</u>	<u>Conifer A.A.C. (Cunits)</u>	<u>Net Cunits Committed</u>	<u>Average Annual Harvest* (Cunits)</u>
Hearst	46,750	46,750	53,420
Oba	58,407	67,800	87,570
Pitopiko	83,336	61,200	35,351
Northern	-	-	9,250
Albany	N/A	N/A	-
Ontario Paper	137,500	137,500	87,570

* Average Annual Harvest of Conifer 1977-80

Source: Ministry of Natural Resources, 1981

an average of 51,499 cunits have been utilized for each year between 1977-80, leaving an average surplus of 68,011 cunits per year. Not one sawmill surveyed in the Hearst area benefits from this surplus available each year from the Ontario Paper Management Unit. What is perhaps more surprising is that even given this surplus, the Ontario Paper Company has cutting rights to 10,000 cunits of softwood per year from a Crown Management Unit in the district which is presently being overcut by 10,000 cunits per year (Ministry of Natural Resources, 1981).

This situation of overcutting Crown Management Units and undercutting Company Management Units repeats itself in the Kapuskasing District just east of Hearst. The one presently productive Crown unit had an annual allowable cut of 47,800 cunits of conifer in 1980. The three year average harvest 1976-79 exceeded this by 1,000 cunits. Conversely, the annual allowable cut of conifer in the Spruce Falls Company Management Unit was 430,000 cunits with a three year average annual harvest of 315,700 cunits of conifer...an excess of 114,300 cunits per year (Ministry of Natural Resources, 1981).

Clearly, very little surplus conifer fibre exists in and around the Hearst district. What little is available is tied up by large license holders who justify the excess with murmurings of expansion plans and dwindling resources. The northernmost Crown Management Unit in the Hearst District has not yet been inventoried but is felt to be able to support harvesting activities on a small scale only. Similarly, in the adjoining

Kapuskasing District its most northernly Crown Management Unit is presently inaccessible and offers a maximum annual allowable cut of only 18,700 cunits of softwood per year due to poor quality timber.

With such extreme constraints on wood supply plus increasing cost factors in transportation, energy, labour, etc., optimum utilization of existing wood supply is essential to the immediate future of the independent sawmill sector as well as the long run viability of the pulp and paper sector on world markets. While essentially all conifer wood harvested from the forests can be chipped and used in the manufacture of pulp, only select sawlogs can be economically processed into lumber. When considered that most major independent sawmills are of a dimensional type, sawlog requirements for a significant portion of their product line become even more stringent. The actual definition of a sawlog varies according to mill technology, market conditions and transportation costs. A sawlog must be of adequate size to absorb trucking costs, mill production costs and sell on the market, along with its residue, at a price which will effect a profit. Generally, timber stock in Northern Ontario is of smaller diameter than most lumber producing areas in the world (Reed, 1980). It is crucial, therefore, that a system of improved reallocation and scaling of existing forest resources be instituted to ensure that timber with sawlog potential be diverted from the chipping rooms of pulp mills and redirected to lumber mills. Bonsor and Anderson (1981) stress the importance of alterations in atti-

tudes and economic relations towards forest resources in bringing about a more rational utilization of same. Perhaps a system of punitive stumpage charges levied against any party consuming as pulp furnish a log with some prescribed level of lumber producing potential would serve to facilitate a greater optimization of resources. Economic incentives might be offered in an attempt to utilize the significant volume of wood fibre left on the forest floor in the form of limbs and branches. Even a revocation of all existing Order-in-Council licenses, though a massive and sensitive political undertaking, followed by reallocation of limits more attuned to actual requirements and mill proximity and conditional upon relatively short licensing periods, regeneration and evaluation.

Earlier in this section it was argued that increased utilization of wood chips in the pulp and paper sector was not only possible but would benefit to mutual gain to the pulp and paper sector and the independent sawmill sector. In the first case, the integrators would achieve lower wood costs due to the fact that wood chips can be purchased below the cost of pulp mills chipping their own roundwood (Peat and Marwick, 1979; Sandwell, 1977). In the second case, independents would have access to the increased supply of timber resulting from increased chip utilization and could therefore entertain prospects of increased capacity. In addition, independents could increase the selling price of their chips towards a more equitable level and still provide fibre to the pulp mills below their present cost.

In Hearst the independent sawmillers experience varying costs incurred in the production of chips. The main variable cost factors are wood costs and transportation. Basically, wood costs vary depending on the source. Wood harvested from their own licences is considerably less than wood purchased on the open market. Transportation costs vary with distance shipped. While not one of the sawmills surveyed indicated that they had undertaken a detailed cost analysis of chip production, they were able to provide estimates. Wood costs at the mill inclusive of stumpage, fees, royalties, labour and transportation ranged from \$60.00 - \$71.00 per cord. Production costs of one bone dry ton of chips ranged from estimates of \$28.00 - \$42.00. Recovery rates ranged from 40% - 43% lumber produced per unit volume with chip production ranging from 45% - 48% with the remainder sawdust and shavings. The net cost of one bone dry ton of wood chips f.o.b. the mill based on one cord/one B.D.T. ranged from \$90.00 - \$110.00. The selling price of one bone dry ton f.o.b. the sawmill ranged from \$62.50 - \$63.50. The actual price paid by the purchaser depends on distance shipped. Delivered price ranged from \$71.00 - \$102.00. Generally, the sawmillers did not believe that a profit could be effected in the transport of the chips.

The Hearst independents claim a loss between approximately \$27.00 - \$47.00 per bone dry ton of chips they produce. This variation is due largely to a perceived difference in wood chips share of overall production costs. One operator feels that no less than 50% of invested capital should be considered

as contributing directly to the production of chips. This is a departure from the traditional position that chips are a waste by-product of lumber production and that being able to sell them relieves the operator of the cost of burying or burning them. However, chips make up just under 50% of total fibre processed and are increasingly becoming a major share factor in total revenue. It is essential to the viability of the sawmill sector that profitability is realized in the handling of chips.

Up-to-date information on precise wood costs at pulp mills plus the exact production cost of chipping was not obtainable for the purpose of this study. However, reasonable estimates can be calculated based on cost increases experienced by the independent sector over the past several years. Peat and Marwick (1979) indicated that the cost of one cord of softwood delivered at a sawmill in 1977 was \$50.24 (59.11 per cunit). It was then assumed that the same volume of wood delivered at a pulp mill would be the same price. It was even suggested that wood costs at a pulp mill would be slightly higher due to higher unionized labour costs. It was then determined that roundwood chipping costs at the pulp mill were approximately \$15.30 per cord (18.00 per cunit). On the basis of an average 14% cost increase per year based on estimated sawmill production cost increases between 1977-80, pulp mills presently incur an approximate cost of \$22.75 per cord roundwood chipping cost. Therefore, assuming pulp mills acquire roundwood for chipping at between \$60.00 - \$71.00 per cord (sawmill cost), plus incur a cost of \$22.75 per cord for chipping operations,

the net wood cost of one bone dry ton of wood chips (one B.D.T./cord) is presently between \$82.00 - \$93.00. Given the delivered cost of wood chips from Hearst independents to pulp mills of \$71.00 - \$102.00 per bone dry ton, it is apparent that only those pulp mills within a distance which permits the purchase of chips in the lower price range will benefit.

Spruce Falls Power and Paper Company of Kapuskasing falls into the lowest cost per delivered bone dry ton of wood chips category given its relative proximity to Hearst sawmills. According to the above calculations, Spruce Falls purchases chips from Hearst sawmillers at a price at least \$11.00 per delivered B.D.T. below their own roundwood chipping approach. Excluding the sawmill operation, Spruce Falls consumes approximately 400,000 cunits of softwood per year on its pulp manufacturing processes. About 115,000 cunits (132,250 B.D.T.) of this furnish is wood chips produced by local sawmills while the remainder is pulplogs harvested from both Crown and private lands. Spruce Falls chip utilization, at 28%, approximates the Ontario average of 26%. Remember that the Quebec average is 43% while the British Columbia average is 75%.

The pulping operations at Spruce Falls consume approximately 200,000 cunits of softwood per year harvested from its own Company Management Unit and approximately 85,000 cunits from its freeholdings in the district. Presently, its freehold is being cut approximately three times above its estimated annual allowable cut for conifer. Gradually over the coming years logging operations will have to be curtailed to levels

more closely approximating the estimated annual allowable cut of 27,000 cunits. The Spruce Falls Company Management Unit, on the other hand, is being cut an average 115,000 cunits below its annual allowable cut for conifer.

By increasing the percentage of purchased chip consumption at Spruce Falls from 28% to 50%, 85,000 cunits could be diverted from the pulpwood chiproom to be utilized in local sawmills. Added to the surplus already available from the Spruce Falls Management Unit, an amount equal to the total yearly harvest from all four Crown Management Units in the Hearst District results. This same amount of timber stock would allow independent sawmillers in Hearst to increase capacity by 50% - 75% thereby producing sufficient quantities of wood chips to fulfill the fibre requirements of Spruce Falls pulp operations.

An improved wood fibre allocation plan can also be devised for the Ontario Paper Company Management Unit in the Hearst District. Presently, approximately 70,000 cunits of softwood are being harvested from this unit of which some 16,000 cunits are utilized by a local sawmill. The total cut is approximately 67,500 cunits below the recommended annual allowable cut for softwood. If the 54,000 cunits of roundwood transported from the Ontario Paper Management Unit to the pulp mill in Thorold, Ontario was exchanged for wood chips produced in the Hearst District, local sawmills could benefit from increased wood supply. Add to this 54,000 cunits about another 50,000 - 60,000 cunits already available from the Ontario Paper

unit and sufficient wood chips would be produced to match Ontario Paper's needs once met by their own roundwood logging operations on their company management unit.

If action was taken on the basis of the two reallocation plans above, upwards of 275,000 - 300,000 cunits of softwood would be made available to local sawmillers without having to further exceed the total annual allowable cut for the Hearst and Kapuskasing Districts. A supply of this magnitude almost matches the present level of fibre consumption for all independent sawmills in the Hearst and Kapuskasing Districts combined. Making available this amount of timber supply would allow every independent operator to almost double his present production capacity. Furthermore, Spruce Falls pulping operations would benefit from lower net wood costs by increasing its present level of purchased chip utilization by approximately 97,000 bone dry tons (85,000 cunits) at a savings of at least \$11.00 per bone dry ton.

Of course the surpluses indicated above do not have to be utilized only if increased capacity is desirable and economically feasible. Given that Hearst operators are presently suffering higher costs than revenues, escalating inventories and increasingly frequent slow-downs and shut-downs, it is currently impractical to make recommendations based on expansion. However, when improved market opportunities appear, substantial, easily accessible volumes of timber stock will be required to ensure full advantage. Until such time, these surpluses could be utilized to offset overcutting in Crown Management Units and on patented lands.

Red Lake District

Upwards of 400 people are employed in timber extraction activities in the Red Lake District. This represents almost 15% of the total work force. Most employment results from logging operations taking place within the Great Lakes Paper Company's Trout Lake Management Unit. Presently, approximately 220 loggers and truckers earn their living from harvesting the wood resources on the Great Lakes unit. From this unit, timber is transported mostly to the Dryden pulp and paper mill and also the sawmill at Vermillion Bay and the Great Lakes pulping operations in Thunder Bay.

The Boise Cascade (Working Circle 2) Company Management Unit also falls within the Red Lake administrative district and provides timber to the pulp mills in Kenora and Fort Frances as well as the sawmill at Keewatin. The Boise Cascade unit provides woods operations employment for just over 100 people, 30 of whom live in the Ear Falls area.

The Red Lake Crown Management Unit provides wood fibre to the Dryden and Kenora pulp mills, the sawmills at Vermillion Bay and Keewatin, the small sawmills around the town of Red Lake, and the local population for fuelwood and construction timber. Including trucking, this unit supports about 150 forest related jobs.

The Crown Management Unit provides for 12 Order-in-Council licenses and five District Cutting licenses. The 12 O.C.L.'s represent a commitment of approximately 70,000 cords of soft-

wood per year. Currently all timber cut on O.C.L.'s is sold to the pulping and sawmilling operations of Great Lakes Paper and Boise Cascade. The five D.C.L.'s on the Crown Management Unit represent a commitment of approximately 5,600 cords of softwood. Again, most of this fibre is sold to and utilized by the large pulp operations located outside of the district.

Five small-scale, independently owned sawmills are located within the Red Lake District. One is not in operation due to the fact that its ownership is in a state of limbo. A second mill is a low capacity, mobile mill which utilizes about 100 cords of softwood per year. The owner was unavailable to this survey. Of the remaining three mills, only one is presently in operation. All three operators were interviewed for this study.

Generally, sawmill operators in the Red Lake District employ themselves in other forest related jobs as well as producing lumber. They find it necessary to haul gravel for road construction and maintenance and to log and sell to the major integrated companies in times of little demand. Lumber production is carried out on a contract basis with the local population for home construction and with the mines. Full capacity operation usually employs 2 - 3 skidders and about 15 - 20 men. None of the operators surveyed had an accurate estimate of lumber recovery rate nor did they chip their residual slabs and edgings.

Only one sawmiller in the survey had an Order-in-Council license which allowed him to cut approximately 4,000 cords of

conifer per year. Over the past 12 months he has harvested almost 3,000 cords of which 90% was sold to Boise Cascade as pulpwood. The sawmill has remained essentially out of operation during this time due to a lack of demand. When asked to comment on the present system of forest resource utilization as it relates to the social and economic benefit of his community, he replied that the increasing degree of woods operations mechanization of the major forest products companies is destroying permanent jobs. Furthermore, he submitted that its been his experience that "big machines" are not more cost effective, nor are they faster than gangs of men with saws and skidders. At his recent level of production, this operator has not experienced a shortage of timber supply nor feels he will in the future.

The one sawmill presently operating in the Red Lake District produces custom dimensional lumber for the area mines and local residential construction activities. It operates on a District Cutting License which provides up to 1,800 cords of softwood per year. Presently, the operator sells about 500,000 board feet of softwood lumber per year, most of which goes to the mines as beaming. Sawmill residue is sold to local people as fuelwood.

His operations are presently constrained by lack of timber stock. He would like to install a planer but calculates that a license of at least 3,000 cords per year would be required to support the investment. Given the present timber allocation system, an independent operator must purchase the

improvements made to an existing license in order to transfer that license into his company. The purchase price for an O.C.L. of around 3,000 cords can be anywhere between \$20,000 and \$40,000. The policy of the MNR to limit the number of O.C.L.'s to the present level regardless of actual harvest within these O.C.L.'s should be reviewed and altered in a fashion that would allow a local businessman to expand his operations thereby increasing local employment opportunities.

The third independent sawmill in our survey has been out of operation for two years. This operator also acquires his wood supply from a District Cutting License with an allowable cut of 1,000 cords per year. When in operation, the mill sells rough lumber to the mines and a limited amount to local residents. This operator claims poor market conditions to be the reason for the inactivity of his sawmill. He further perceives there to be no timber shortage.

The Great Lakes Trout Lake Company Management Unit has an annual allowable cut for softwood equaling 357,000 cords per year, or an equivalent of approximately 17,600 acres of productive forest lands. The recent annual harvest has been 4,200 acres per year, or about 25% of total allowable.

The Boise Cascade Working Circle 2 Unit provides for a annual cut of 128,300 cords of softwood, or approximately 12,200 acres per year. The recent annual harvest has been about 3,500 acres per year, or 29% of annual allowable.

The Red Lake Crown Management Unit has an annual allowable cut of approximately 70,000 cords per year, or roughly

3,400 acres. Recent cutting levels have been approximately 3,200 acres per year.

The Red Lake District is typical of other administrative regions where Crown Management Units are harvested to their limits, or beyond their limits as in the Hearst District, while substantial surpluses are left available within company management units. These surpluses should be considered in cases where local, independent cutters and sawmillers make application for additional timber supply with reasonable security (5 - 10 year terms). One sawmill operator surveyed has been waiting for three years for an Order-in-Council licence in order to increase capacity, install a planer and supply a larger share of the local lumber market. Presently, the majority of construction lumber is produced outside of the area with the greatest employment benefits being reaped outside of the district.

In a recent study of the economic development in Red Lake and Balmertown, Anderson (1980) indicated several possible manufacturing activities which would take advantage of the local forest resources and market demand: the manufacture of wedges and plugs for local mines; manufacture of pallets and crates for shipping materials by rail or truck; production facilities for furniture frames and expansion of the existing window, sash and frame business; cottage prefabrication and snowshoe, oar and paddle fabrication.

SIoux LOOKOUT

The independent sawmill sector of the district of Sioux Lookout produced 54,854,650 board feet of softwood lumber and 235 railway ties in 1980-81. Of this total, 54,766,000 board feet (99.8%) were produced by one major sawmill installation in Hudson. The remaining production was generated by six small scale, mobile sawmills scattered about the vicinity of Sioux Lookout.

The mobile operators depend on District Cutting Licenses and Tendered Sales Licences for their wood supply harvested from the Sioux Lookout Crown Management Unit. Presently, there are four D.C.L.'s totalling 2,800 cords and four T.S.L.'s totalling 12,000 cords. The largest of the mobile operators' bid on the four T.S.L.'s which each allow an annual cut of 3,000 cords of softwood. At this time there are ten people on a waiting list for cutting licences. The number of licences is set and licences cannot be transferred through purchase. According to Ministry officials, the Crown Management Unit is being harvested right at the annual allowable cut level and no extra supply exists for additional cutting permits.

To date this year the small mobile sawmills have been out of operation. Allocations of timber have been of such poor quality as to make lumber operations uneconomical. Interviews with operators revealed that the MNR had approved road construction into an area of undersized spruce and jackpine timber. The approval was based on 30 year old inventory data and on

the assumption that the stock would have matured to a merchantable stage. The assumption was incorrect and the sawmillers are presently cutting and selling their license stock as pulpwood.

As in the Red Lake District, the small independents employ themselves in ways outside of sawmilling, e.g. road construction, sub-contract to large companies. It is a general consensus among the operators that the integrated pulp companies should be forced to utilize timber that is too small for lumber production and to release higher quality timber to the sawmill sector. Given such an arrangement, adequate timber supply would be available to feed their mills, thereby utilizing their capital investment.

The independent sawmill at Hudson plays the most important role in lumber fabrication in the Sioux Lookout District. It consumes approximately 120,000 cords of conifer per year and produces over 54,000,000 board feet of eight foot studs, more than 55,000 bone dry tons of wood chips and approximately 10,000 bone dry tons of sawdust and shavings. The mill operation, including administration, employs upwards of 125 workers at its present 1 2/3 shift capacity.

The Hudson mill has Order-in-Council cutting rights within three working circles on the Sioux Lookout Crown Management Unit. These areas provide the mill with between 65% - 70% of its total fibre needs. Another 5% - 10% also originates from the Crown Unit through purchases of suitable sawlogs from other local licenced cutters. A further 25% - 30% of total

wood supply is acquired through Third Party Agreements with both Great Lakes Forest Products and Abitibi-Price Limited.

The Hudson independent is in a stable position in terms of timber supply in comparison to its counterparts in Hearst. Firstly, a relatively large portion of its overall fibre requirements can be drawn from its own long term licences. This not only provides sawlogs at the lowest available stumpage rates, but also provides a degree of security which allows for long term capacity projections. Secondly, given the relative lack of a competing sawmill sector in the vicinity, local cutting licences are highly dependent upon the Hudson mill to market their timber. This supply, albeit limited, is guaranteed inasmuch as the mill has first right of refusal on all timber logged from the Crown unit. Thirdly, the Hudson mill enjoys a comparative lack of dependence upon fibre supply from Third Party Agreements which are often highly provisional. Should the fibre flow from the integrated's licences be discontinued tomorrow, the management at Hudson is confident that operations would continue. Even so, the Third Party Agreements in this case are underwritten by large surpluses within Company Management Units in the district.

Another indication of this sawmill's advantageous position is its tentative plans to construct a dimensional lumber mill in Sioux Lookout. The product flow, as in the case of the Hudson operation, would be towards U.S. markets. A final commitment rests upon further market feasibility estimates and the appropriation of the required wood supply secured by long term licences.

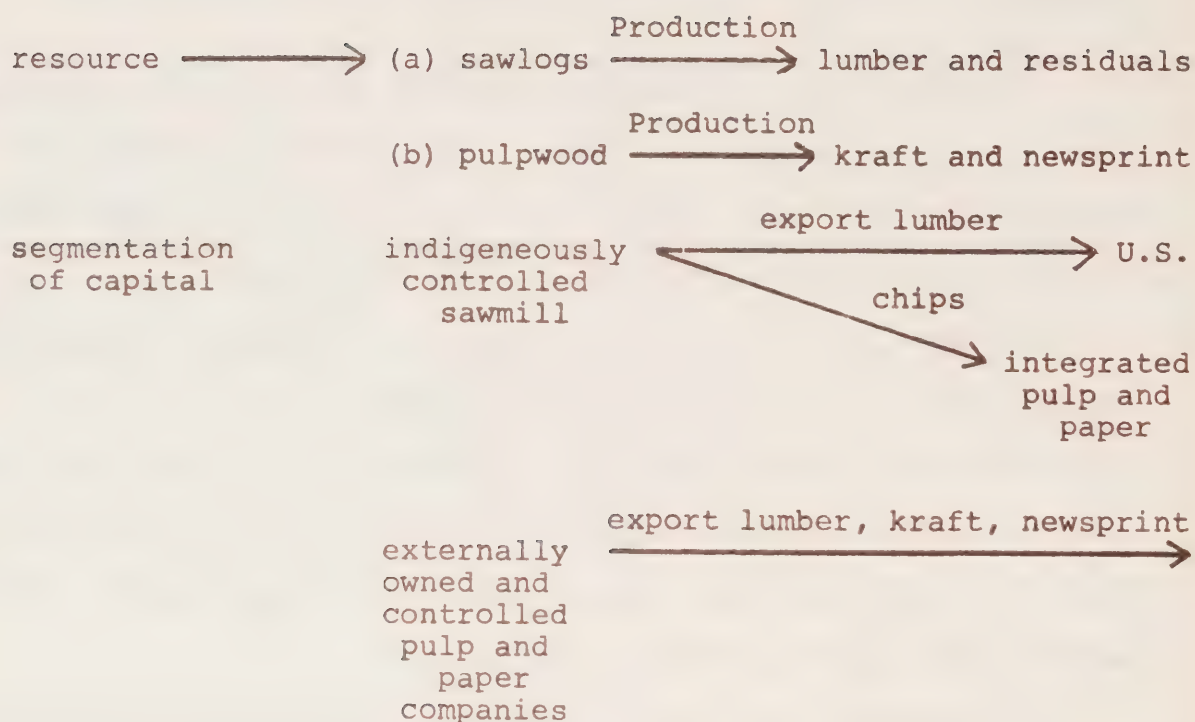
Almost 100% of sawmill residuals are utilized. Sawdust is used as furnish for the Energex System which helps to offset energy costs in the kiln process. Wood chips are sold to Great Lakes and Abitibi. Although no detailed cost analysis has been undertaken, the mill operator claims that at about \$66.00/bone dry ton f.o.b. the sawmill, wood chips are providing a small return. For the most part, the pulp mills transport the purchased chips themselves employing a jointly financed chip storage/handling system at the mill.

The Allocation of Forest Resources and the Segmentation of Capital

In considering the allocation of forest resources, we may start at the most abstract level - the process of production. Roundwood can be fully chipped for the production of pulp which may be utilized in kraft pulp or newsprint production or sawn, thereby creating two outputs - lumber and residuals. Residuals may be utilized in the production of pulp. Given the fact that harvested timber consists of sawlogs and pulpwood and that sawlogs produce residuals which may be pulped, it is rational that an integrated production process which would utilize both sawlogs and pulpwood would be optional.

In examining the actual utilization of wood fibre, we encounter the situation where two distinct industrial sectors exist in the northern region, the sawmill sector and the integrated pulp and paper firms. Sawmill capital is small usually single plant with ownership and control indigeneous to the north producing primarily lumber for export and wood chips for integrated pulp and paper companies. Integrated pulp and paper firms are large, multiplant, transnationals externally owned and controlled producing lumber, kraft and newsprint. We may portray this schematically to clarify the context within which resources are allocated:

(diagram next page)



The determination of the socially optimal allocation of resources is dependent upon the criteria the analyst defines. Gray's 1972 analysis examined the direct wage and salary income generated per cunit utilized in the production of kraft mills and sawmills (Gray, 1981, p. 78).

Measured against the bleached - kraft mill - a modern productive mill requiring little manpower - the utilization of wood in sawmills generated greater employment and direct wage and salary income per cunit utilized. Mechanized stud mills generated 29% more man-hours of employment and 10% greater direct wage and salary income per cunit utilized. Mechanized dimension lumber mills generated 39% more employment and 50% higher direct income.

Gray replicated his analysis in Newfoundland and concluded that "The utilization of roundwood as sawlogs generates about 17% more production man-hours per cunit of wood used than if used in newsprint." (Gray: 1981, p. 78).

Gray uses this form of impact analysis to justify his argument for a more rational utilization of the forests for both sawlogs and pulpwood. If we shift the analytical focus to one of costs and consider the Teskey-Smyth analysis of the Saskatchewan forest industry in 1972 then it would appear that for every dollar spent on wood inputs, pulp and paper companies spend 53 cents on wages and salaries while sawmills spend 41 cents on wages and salaries (Teskey, Smyth, 1975, p. 96). A replication of this research in Alberta revealed an even wider gap with pulp and paper mills spending 83 cents on wages and salaries per dollar expenditure on wood inputs as compared with 43 cents spent on wages and salaries per dollar expenditure on wood inputs for the sawmill industry (Teskey and Smyth, 1975, p. 112).

The significance of these results for the present research is purely one of comparison. The variability in capital intensity and productive output of the sawmills and pulp and paper firms examined would make any inferences for our analysis tenuous. What they do allow is a framework within which we can interpret the data Anderson and Bonsor present concerning the costs of production in Northern Ontario forest industry. The production of bleached kraft pulp generates 1.67 - 2.78 man-hours of employment per cunit as compared with 5 - 8 man-hours in the production of newsprint and 1.8 to 1.9 man-hours in the production of lumber in sawmills with capacity in excess of 50 million board feet (Anderson and Bonsor, 1981, chapter 3). This compares favourably with the industry average of 3.79 man-

hours/cunit for the sawmill industry and 6.68 man-hours/cunit for the pulp and paper industry in 1980.

If we examine the relationship of man-hours/cunit over time, the increasing productivity of sawmills and pulp and paper mills is evident (Table A). The interpretation of these trends is a more problematic issue. Productivity changes are largely a function of capital investments. If sawmills generate less employment than pulp and paper mills per cunit of fibre utilized, this could be the result of a strategy of divestiture by pulp and paper corporations. Anderson and Bonsor note that existing capital used for the production of newsprint is quite old (Anderson and Bonsor, 1981, p. 86). Clearly if man-hours/cunit were the basis of resource allocation, policy makers would argue that the majority of wood fibre should go to the production of newsprint. However, the comparative disadvantage in terms of production costs incurred by Northern Ontario newsprint producers as a result of archaic machinery could result in newsprint production becoming a marginal activity.

Comparison of sawmills and pulp and paper companies on an aggregate basis indicates that pulp and paper companies generate more wages per cunit, more value added per cunit On the basis of a cunit/man-hours comparison, the only instance in which we can say that it would be more desirable to allocate wood fibre to sawmills is the comparison with production of kraft. At this juncture we may note that capital in the kraft pulp industry in Northern Ontario is relatively new (Anderson and Bonsor, 1981, p. 101). We may infer from the productivity

TABLE A

INDICES OF PRODUCTIVITY IN ONTARIO'S
FOREST BASED INDUSTRY: 1976 - 1980

<u>Year</u>	<u>Sawmills</u>	<u>Pulp and Paper Production</u>
1976	100.00	100.00
1977	116.68	126.88
1978	116.57	129.86
1979	128.80	138.88
1980	142.66	139.26

Source: Statistics Canada, Cat. No.'s. 25-202, 36-204.
Productivity measures in cunits harvested per
man-hour paid.

figures specified for the U.S. South that if the most modern techniques were employed in the production of newsprint and kraft pulp then the allocation of wood fibre to sawmills would generate more man-hours of employment per cunit than kraft pulp but not newsprint production.

The consideration of only the relationship of cunits to man-hours of employment generated would allow us to support allocations to the least competitive forms of production, an undesirable result. While newsprint production may generate the most employment per cunit, it is the least competitive economically.

The search for alternative criteria for resource allocation leads us to look at questions of markets, technology and employment in the three sectors of the forest industry. Marchak's comparison of the pulp and paper sector with the sawmill sector in British Columbia concludes that workers in pulp and paper mills enjoy a greater stability of employment, more skilled work, a more pleasant working environment, less dangerous work and a higher median income than their counterparts in the sawmill and logging industry (Marchak, 1981, p. 34).

The instability of employment in the sawmill industry is largely a function of the cyclical nature of the lumber markets. The relatively low degree of capital concentration in the sawmill industry has meant that sawmill capital is a price taker. Demand for lumber is elastic with no firm controlling more than 10% of Canadian sales or 3% of U.S. consumption

(Schwindt, 1977, p. 57). This is a marked contrast to the pulp and paper industry which is referred to as oligopolistic in the Ministry of Natural Resources' analysis of the forest industry in the economy of Ontario (MNR Timber Sales Branch, 1981, p. 20). The competitive nature of the sawmill industry is reflected in profitability comparisons developed by the Ministry of Natural Resources. During the period extending from 1970 to 1977 sawmills experienced negative profit rates in two years, 1970 and 1976, while on average their profitability was significantly lower than pulp and paper mills (Timber Sales Branch, 1981, p. 22). The implications of these figures are clear; workers employed in the volatile sawmill industry are more prone to economic dislocation than pulp and paper workers.

The structure of capital assumes further significance when we consider overhead costs. Pulp and paper mills represent a capital intensive industry where there are significant barriers to entry for firms desiring to compete in the marketplace. Bonsor and Anderson estimate the capital cost of a new newsprint mill to be in the order of \$162.25 million (Bonsor and Anerson, 1981, p. 99). The necessity of a stable trained labour force and the expensive costs of machine stoppages create a context in which the cost of shut-downs is extremely high for pulp and paper companies. Thus, layoffs and worker dislocations are less prevalent in the pulp and paper sector when compared with sawmills.

The drawback of work force stability arises from the observation that the number of workers required relative to

the volume of production is low. Sawmills employ more workers in proportion to the volume and value of what is produced. This creates a double bind. Sawmills are more labour intensive but less stable in terms of employment. If you expand the production of lumber, you will create more jobs but those workers will experience periodic dislocations as markets for lumber fluctuate. If you retain the present structure of allocation, the large capital investments of pulp and paper firms' require massive irreducible commitments of resources which are never optimal because of the conservative nature of those financing these investments. The situation is compounded by the inadequate information on timber volumes available to the producers. When one is considering financing an investment of 162 million and is aware that M.N.R. inventory data is inaccurate by a factor of 1/3 unutilized surpluses are a natural end product.

As a final consideration we can examine the relation of investment decisions and resource allocation. The integrated pulp and paper corporations operating in Northern Ontario are branch factories of externally owned transnational capital. Production decisions are made in head offices in Toronto or the United States. These firms have a low interdependence with regional industries and are mainly market oriented. The potential disadvantage to a regional economy dominated by transnationals arises from the restructuring of capital investments during economic crises. Transnational firms such as Domtar consciously employed an investment strategy of diverting cap-

ital investments in the Quebec pulp and paper industry to British Columbia during the period from 1961 - 1974. The end product of this investment strategy are pulp and paper mills which are 55% more productive in B.C. than Quebec (Johnson, 1978). A parallel situation exists in the Northern Ontario newsprint industry where the majority of machinery predates 1930 (Anderson and Bonsor, 1981, p. 83).

While Northern Ontario capital in the newsprint industry is archaic it is nonetheless highly profitable. The oligopoly market allows a price/variable cost margin of \$168.00 per ton (Bonsor and Anderson, 1981, p. 208). It would be interesting to know where the Northern Ontario newsprint producers diverted profits generated within this region. The real travesty of these investment strategies become clear in instances such as the consolidated Bathurst closure of the mill in Cap-de-la-Madeleine Quebec in 1977 which displaced 400 workers. The company blamed the victims (workers) for poor productivity when there had been a conscious strategy of not investing in the mill for 20 years (John, 1978).

The implications of the above for resource allocations is a complex question. If the integrated pulp and paper companies are consciously taking profits generated in Northern Ontario and diverting them into investments in the U.S. or other parts of Canada, should we reconsider the allocation of wood fibre to these firms. Perhaps the commitment of wood supplies should be predicated upon the provision of financial information by firms which demonstrates that the north is not just being exploited for resources without reinvestments.

In the final assessment of the independent sawmill sector two issues remain, regional economic linkages and the ability to raise capital necessary for technological innovation and withstanding market fluctuations. While local sawmills may have more input and output linkages with local firms when compared to integrated pulp and paper companies, this only exacerbates the regional impacts of shutdowns and production cutbacks. The closure of a local sawmill may bankrupt trucking firms or welders in a community. A similar production cutback by pulp and paper companies will have little direct regional impact on these firms as they are contracted out external to the region or carried on internal to the companies' operations. The limited financial resources of the independent sawmill sector make fluctuations in the business cycle a critical problem. Extensive business losses or production inventories cannot be sustained for long periods of time. Further, the sawmill sector lacks the resources to purchase expensive machinery necessary to compete in international markets. The initial capital costs of mechanized harvesting machinery is a barrier to increasing productivity and reducing production costs - two necessary aspect of economic viability in the present lumber market.

After the examination of these myriad criteria for the allocation of resources, we appear no closer to any resolution of the issue. The crux of the problem remains as to whether a local economy is more vulnerable to the impact of those economic forces that make for the contraction or expansion of

industrial activity when it is dominated by large multiplant transnational firms which are controlled external to the region or when single plant firms owned and controlled by residents indigenous to the region predominate. The complexity of the question is increased by the fact that the optimal utilization of wood fibre involves the production of more than one commodity and in the instance of sawlogs a residual of production (chips) may be utilized in producing other commodities. A further increase in complexity is created by the fact that the two sectors of capital compete in the lumber market. When one considers transportation costs and variations in the prices of commodities derived from wood fibre, simple assertions about the impact of allocations are meaningless. An example will serve to clarify the discussion. Schwindt in his analysis of MacMillan Bloedel refers to the allocation problem solution devised by the firm.

"MacMillan Bloedel has developed a large linear programming model of their British Columbia operations. The model comprises 3,000 equations and interrelates 7,500 variables by incorporating the following relationships: log availability in the firm by log characteristics (i.e. grade, diameter, source, species); logging costs; purchase and sale opportunities for logs and chips; transportation costs for logs, chips and hog fuel; product yields; production rates and capacities by mill and 'machine centers'; production costs; product values and limits by markets; and residual transfers."

- (Schwindt, 1977, p. 150)

Theoretically, one could apply the assumptions of this model to examine the adequacy of the present system of resource allocation in a region. The assumption in the MacMillan Bloedel model is that the allocation which generates the greatest eco-

conomic returns is optimal. However it is risky to assume that allocations based upon criteria of economic return are socially optimal. Further if rigidities or externalities do exist, the present system of land tenure, legislation, and existing capital investments represent barriers to reallocation of wood fibre.

RECOMMENDATIONS

Perhaps the most pervasive concern of the independent sawmill sector in Ontario is security of access to a raw material that is of sufficient quality and quantity as to ensure the continuation of present operations and to allow for orderly, industrial planning and investment. Presently, the forests lands tenure system works against the achievement of this ideal by perpetuating anachronistic resource allocation patterns which legitimize intra-sector favouritism and contribute to practices which are wasteful of existing forest stock. Standing timber reserves within the licenced domain of large integrated pulp and paper companies which are in excess of their current requirements can be accessed by independents only through special agreements. Licence holders are not legally obligated to release forest resources through these agreements, and are, in fact, reluctant to do so in fear that the government might judge their timber rights excessive to requirements.

The government should endeavor to protect and ensure a competitive timber supply to meet the present needs of the independent sawmill sector in Ontario and to assure potential investors in plant expansion that future requirements of raw materials will be available on competitive terms.

The independent sawmill sector of Ontario is faced with an extreme situation which requires extreme measures. An attempt to ameliorate the situation through the application of new regulation on top of old ones will be akin to resuming

construction on a foundation shown to be untenable and dangerous. Half measures will not do.

The government should revoke all timber cutting licences on Company and Crown Management Units in Ontario and proceed towards an equitable redistribution system which will assure all current limit holders a supply of wood in perpetuity up to present capacity.

Integrated pulp and paper companies have historically sought to justify their control over surplus timber resources with vague allusions towards future expansion of production capacity and the need for certified availability of raw materials. Much of this expansion has not taken place, however. Throughout the past decade wood pulp production in Ontario rose only 27% while lumber production rose 112%. In Quebec, wood pulp production dropped by 23% while lumber production rose by 98% (Tables 2 and 3). Meanwhile, the pulp industry has retained outright control over the vast majority of Ontario's forest resources through licences - often established over 50 years ago and routinely renewed - which bear little justification relative to current cutting requirements.

The government should ensure that all allocations of forest resources beyond that which fulfill present capacity requirements shall be permitted only in cases where the applicant can demonstrate an unequivocal need and where wood is available without impingement upon local enterprises.

Optimization of timber utilization is directly related to the consumption by pulp and paper mills of wood chips derived from lumber production. The higher the percentage of purchased wood chip furnish in pulping processes the greater the degree of resource optimity.

The government should institute incentives or enact punitive measures to encourage or otherwise compel the pulp and paper industry in Ontario towards a course of maximum possible utilization of sawmill contrived wood chips.

Integrated companies have expressed the concern that with increased dependence on purchased wood chips from lumber producers comes a concomitant dependence on the lumber market and ultimately the residential construction industry. Typically, the construction trades exhibit patterns of cyclicity which may not necessarily coincide with the fluctuations within pulp and paper markets. The British Columbia experience, however, mitigates against this concern. During the past decade, wood pulp production in British Columbia has increased by over 30% and today wood chips make up approximately 75% of total furnish and yet each year British Columbia lumber manufacturers produce wood chips in excess of provincial needs leading to exports to the U.S. and Japan (Table 2; Statistics Canada). Nevertheless, in an attempt to improve upon the inherent rigidity of the present forest tenure system, flexibility should be incorporated.

The government should ensure that in the event of a disruption in purchased wood chip supply to the pulp and paper sector a wood supply equal to the deficit will be made available on competitive terms for a period of time not exceeding that which is deemed necessary.

The overwhelming reaction of independent sawmill operators surveyed in this study to the suggestion that a wood chips marketing board be instituted was to the negative.

It was generally felt that an agency set up to direct the flow of chips and to establish prices would serve to disadvantage the most efficient producer. Moreover, a trade system based on restrictive supply management, as in the case of agricultural marketing boards, would inherently discourage the maximization of wood chip production.

The government should ensure that the flow and price of wood chips is determined on the open market.

The government should undertake to establish an independent agency whose purpose is to review and evaluate on an ongoing basis wood chip marketing operations, and to inform all relevant parties by way of regular publications of all matters relating to price, supply and demand.

The government should endeavor to encourage research into the impediments to increased wood chip utilization, wood chip marketing, and increased utilization of hog fuel, sawdust, shavings and other residuals of the lumber producing sector.

The 1978 Special Task Force on Ontario's Pulp and Paper Industry concluded that to restore the competitive position of the pulp and paper industry would require an expenditure of \$1.2 billion during the period 1978 - 1983 (Ministry of Industry and Tourism: 1978, p. 6). The poor profitability of the industry is advanced as the reason capital investment was not attracted to this sector. The inability of the integrated pulp and paper companies to "generate sufficient earnings to finance reinvestment" (p. 8) requires the "Government...to provide some of these funds."

If we were to examine the financial performance of the independent sawmill sector over the last three years, we would

find a situation comparable to that of the pulp and paper industry in the mid 1970's. During the course of our research respondents indicated that their sawmills were either marginally profitable or operating at a loss (cf. Anderson and Bonsor: 1981, p. 209). Given the criteria used to justify the capital subsidy program of the integrated pulp and paper companies, we could suggest a similar program for the independent sawmill sector. Two other arguments may be advanced for a capital subsidy in the independent sawmill sector. Firstly, the lower capital intensity of the sawmill sector relative to the integrated pulp and paper companies means that a larger productive capacity is created by a given unit of investment. Thus, a dollar spent on capital investments in the sawmill sector generates a greater productive return than a dollar spent on capital investment in the integrated pulp and paper sector. Secondly, increased wage costs reduce the rate of return more on the less capital intensive methods of production.

The relatively high costs of labour are a greater cost problem for the independent sawmill sector than for the pulp and paper companies. Capital investment would increase the displacement of labour from the production process thereby reducing the impact of labour costs for sawmill capital. The economic survival of the independent sawmill sector will depend upon increasing the capital intensity of the production process.

Before a policy of capital subsidies is initiated, an inquiry should be made to determine exactly why rates of return are low in the sawmill sector. We may advance arguments about

the relatively high costs of labour, wood fibre and transportation but we have little data on the age of capital and its productivity. Further, some definition of what constitutes an adequate rate of return on investment should be specified. Once again the question of a rational investment or subsidy policy hinges on the adequacy of resource allocation without sure sources of supply that most productive mills are useless. Specifically, we propose that:

A capital subsidy programme be initiated in the independent sawmill sector subject to the following criteria:

- (a) that the capital subsidy will help to ensure the long-term competitive and economic viability of the sawmill.
- (b) that the aided company would enjoy a commercial rate of return on its investment - an income flow that would improve the company's competitive position, allow for innovation and market expansion and result in tax revenues for the province.
- (c) that stable employment would be assured for some very considerable time over the life of the asset.
- (d) that forest utilization would be improved.

The issue of labour costs looms large in any discussion of the forest industry. Northern Ontario producers face labour cost disadvantages relative to other producing regions. Recognizing the social undesirability of a more extensive attempt to implement a subcontracting or piecework system in the logging process other alternatives must be explored. Capital subsidies discussed above will lessen to some extent the labour cost problem of the sawmill sector but they are inadequate. The sawmill sector is characterized as we have noted before

by a relatively high labour intensiveness when compared with the integrated pulp and paper companies. This factor when coupled with the competitive markets sawmills operate in create a situation where rises in wage costs cannot be passed on to consumers in the form of higher prices. An increase in the rate of wages implies a decrease in the rate profit for sawmill capital and hence a lack of investment or in the extreme shutdowns and layoffs. Given a government commitment to reducing regional differences in unemployment and recognizing the fact that labour is immobile in the present economic climate, we recommend:

that a regional labour subsidy be introduced for workers in the independent sawmill sector until such time as the profitability of the sector improves.

This subsidy will be advanced subject to the criteria employed in allocating the capital subsidy. What we are proposing is a strategy of both capital and labour subsidies for the independent sawmill sector. Critics may view this subsidization policy as discriminatory - it is. The proposal represents both regional and sectoral discrimination in the promotion of the economic viability of the Northern Ontario independent sawmills. We view these proposals as an extension of the government commitment to "...supporting, wherever possible development initiatives from within the region." (Treasurer of Ontario: 1978, p. 27). It seems reasonable that if capital subsidies are to be provided to the integrated pulp and paper firms which are externally controlled development

initiatives, we can provide assistance to the much more vulnerable indigenous independent sawmill sector who do not enjoy the financial resources and market power of the trans-national corporations.

The independent sawmill sector operates in a volatile competitive market. Unlike the pulp and paper companies there is little integration between the manufacturing and marketing of lumber. At best, sawmills cooperatively create a wholesaling corporations to maket their products. We recommend:

that the Province investigate possible remedies for the cyclical instability of the lumber market. Two possibilities are suggested:

- (a) a provincial marketing corporation which would buy the export production of Ontario lumber producers and sell this production in foreign markets.
- (b) the province would undertake to purchase the excess inventory of the sawmill sector thereby decreasing overhead costs and increasing the circulation of capital.

The final set of recommendations are crucial to the re-allocation of existing wood supplies. Without an accurate Forest Resource Inventory, no rational determination of annual allowable cuts can be made. If we accept the present land tenure and Forest Management Agreements as rigid structural constraints, the only method by which wood supplies may be re-allocated is through the declaration of a surplus supply of wood fibre by the F.M.A. holder. The inaccuracy of inventory data upon which allowable cuts are based may allow the argument that the allowable cut was unrealistic and hence no sur-

plus is available for reallocation. In light of the significance of the inventory for the independent sawmill sector, we recommend that:

- (a) the expenditures of the Ministry on the inventory should reflect the value of the wood fibre (3% of stumpage value for example) (Morandin, 1981: p. 3).
- (b) the ministry should increase the plot sample intensity of the inventory in areas designated as critical, critical being defined within the context of a regional economic development policy, e.g. Hearst.
- (c) the normal yield tables should be constructed on a regional not provincial basis.
- (d) inventories should be carried out with a greater frequency than the present practice.
- (e) inventory data should be stratified with respect to site, quality, age, stocking and stand density factors (Scott, 1981, p. 21; Thompson, 1981, p. 34).
- (f) satellite remote sensing should be examined in areas of low yield forest lands which face cost disadvantages in the accessibility, extraction and transportation of timber (Stevens, 1982, p. 19), e.g. Albany Crown Management unit north of Hearst.

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Rec'd Nov. 23/82

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In view of the large number of people taking an avid interest in West-Pat we would like to ask the Commission to recommend to the Ministry of Natural Resources that they postpone the implementation of the West Pat. or any other plan that deals with Land Use Planning, until ALL interested parties can make a submission to District Advisory Committees or other advisory groups. At this time I know that a goodly number of people living in the North are vitally concerned with land and resources management and I am of the opinion that the recommendations of District Advisory Committees and private individuals are largely ignored by Government Planning Officials. I do not feel that the Government through their various Ministries are really concerned about the needs and wishes of the people of Northern Ontario.

As a resident of Savant Lake I have seen many instance where people from the town has travelled either to Sioux Lookout or Ignace with the idea of buying property in the Townsite of Savant Lake or nearby with the intent of building a home only to find that both Ministries Offices inform them that there is nothing available in this area at the moment.

I feel that the M.N. R., on a similar basis, has taken a rather prohibitive attitude towards the Tourist Industry in our general area in relation to the establishment of outposts, lodges and other types of accommodations used by our industry.

I think that this claim can be substantiated by the statement contained in research material compiled by the M.N.R. for West-Pat, that there is little or NO Tourist Industry in the Savant - Sturgeon Lake Areas.

EXAMPLES

- (1) Minnow blocks
- (2) Outposts or unavailability of sites acceptable to M.N.R
- (3) Effective fishery management
- (4) Effective game management
- (5) Savant Lake NOT listed as a main base for Tourist operation

Basically we want a larger involvement in the planning and final plans that are being drafted for our area.

SAVANT STURGEON TOURIST
OUTFITTERS ASSOCIATION
Dennis Mousseau

Dennis Mousseau



Rec'd Nov. 23/82

TELEPHONE 23

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Four Winds Motel

SAVANT LAKE, ONTARIO, POV 2S0

Savant Lake, Ontario
November 23, 1982

J. E. J. Fahlgren
Royal Commission on the
Northern Environment.
Arthur Square
215 Red River Road
Suite 201
Thunder Bay, Ontario
P7B 1A5

Dear Mr. Fahlgren:

I feel that the Government of Ontario is trying to push small Northern communities into organizations that eventually increase the tax base to the point that the business and private sector in such communities cannot cope with the corresponding increases in taxation.

I do not believe that the Government realizes that these small Northern communities have a limited volume of business from which these additional taxes must be derived from.

The Ministry of Natural Resources has never been able to satisfy the needs of the residents of Savant Lake either on a residential or commercial basis. I believe this statement to be true because of the large number of people who have applied to the M.N.R. for either commercial building lots or just building lots for building private homes. I realize that most of these applications have been on a rather informal basis, but when you receive such a negative response from M.N.R. management you can fully understand why people do not pursue their application any further.

At this time I wish to recommend to the Royal Commission on the Northern Environment that a recommendation be given to the Ontario Government that such types of lots (both commercially and privately) be made available for residents in these small Northern communities.

Thank you.

Yours truly

Dennis Mousman

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Rec'd Nov. 24/82 HS
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DECISION-MAKING IN THE NORTH

A PRESENTATION TO THE ROYAL COMMISSION

ON THE NORTHERN ENVIRONMENT

SIOUX LOOKOUT, ONTARIO

NOVEMBER 24, 1982 BY

DONALD R. COLBORNE

Mr. Commissioner, Ladies and Gentlemen:

My name is Donald Colborne, and I appear today in my private capacity as a life-long citizen of northern Ontario.

I wish to make only one basic submission, and will get directly to the point.

In my opinion, the essential problem - which underlies many if not all of the particular problems being addressed by this Commission - is that Northern Ontario and Southern Ontario are distinctly separate regions, but the decision - making process does not reflect this reality. To properly reflect it, there should be some reasonable form of northern political autonomy.

The essential problem which I have identified, the distinction between northern and southern Ontario, has a long history, beginning immediately after Confederation when Ontario battled with the Dominion government to obtain control over a maximum area of what was then referred to as the North-west Territories. Ontario won, and its boundary was drawn through Lake of the Woods on the west, and not long after was extended north to Hudson's Bay. At the time of the boundary dispute neither Ontario nor the Dominion government had any clear idea of what lay within the lines they were drawing on their maps. There was never any consideration of what would be rational political boundaries. The result was an irrational boundary enclosing the original Ontario, a southern area of agriculture and, later, manufacturing; and a much larger but less populous northern area of boreal forest.

After the northern area was taken over figuratively, by drawing lines on a map, it was gradually taken over politically, by the imposition of a southern - controlled governmental decision - making process. This took a long time, and in fact the process is still continuing today. The decision - making process in the Native communities is being gradually displaced, and the non-Native communities have grown up without ever having the opportunity of local decision - making to any substantial degree. This history can only be categorized as a type of colonialism.

In the non - Native communities, there has always been some access to the decision - making process, but it has been pitifully inadequate. For years, the only way a non - Native northerner could gain any access to the sources of power in the south was via an informal network of politicians and businessmen. Later, as government expanded, access gradually became more formalized, but also more bureaucratic. The current manifestation of this process is the Ministry of Northern Affairs, with its offices scattered across the north. But the fact remains that access to decision - making in northern Ontario means access to power centres in the south, and seldom means the actual exercise of power by northerners.

The irony of this lack of power is that so much of southern Ontario's wealth is and has been derived from the natural resources extracted from the north. This fact is well-known in the north, and has led to resentment of the lack of amenities, the high cost of living, the inaccessibility of services, and all the other perennial and justified complaints of northerners.

What is the solution?

I can think of at least three approaches which government adopts in the face of dissatisfaction by northerners, and I can give examples of each from my own experiences in the last 24 hours.

By far the most common approach of government is simply to carry on business as usual with no regard whatsoever for local input. An example was just described to me yesterday. I have no personal knowledge of it, but apparently test drilling for nuclear waste disposal sites is being carried on east of Lake of the Woods without any notice or information to the people of the area. This "business as usual" approach simply assumes that northerners are the same as those in the south in terms of decision-making. In other words, if they want to have input into something happening in their environment, they can. But because this assumption is false, resentment grows.

A second approach adopted by government, usually when it is sensitive to northern dissatisfaction, is to impose a massive layer of bureaucracy. This can take many forms, but my example, from yesterday, would be a meeting convened to attempt to solve a particular problem. There were ten full-time salaried civil servants, answering to Toronto and Ottawa, at that meeting.

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The local people, who actually had the problem, couldn't get a word in edge-wise.

The third approach, which I would call "crisis-intervention", is exemplified by this Commission. In the mid-seventies the government of Ontario was embarrassed by a number of problems in the north, particularly the so-called Reed expansion, and mercury pollution. Its attempted solution was a creation of this Commission, and particularly the local public input which it invited.

There is a direction to the history of northern Ontario and its relationship to the south, and there is a related direction in the three governmental approaches I have mentioned. The direction is from total lack of local decision - making in the early period, through attempts by government to treat the north as if it was the same as the south, and finally to come concessions by government to the unique problems of the north and the unique demands of its people.

This direction does not appear by accident. I believe it results from constant and growing recognition by the people of Northern Ontario that they do lack influence over decisions which effect their lives, and that they cannot forever permit those decisions to be made by people who live in and relate to the problems of a separate and distinct region. If you like, the people of Northern Ontario are gradually emerging from colonialism.

If this direction continues, the natural next step beyond mere in-put into decisions made elsewhere will be the demand that decisions be actually made locally. I predict that such demands will appear more and more frequently, and powerfully, in the future, and that ultimately those demands will coalesce as an irresistible single demand for local political autonomy.

Whether such autonomy would be within or without Ontario, what its boundaries would be, whether it will be tied to the Native demands for autonomy and whether it will be associated with similar demands from other "colonized" areas of northern Canada, I do not know. But the historical direction is clear, and the basic differences between south and north will not disappear.

I believe, Mr. Commissioner, on the basis of your comments in the Commission document "Future Directions", that you recognize the absolute necessity of public involvement in decision - making in the north. I do not know if you share my conclusion that the historical and logical consequence of that necessity is a form of northern political autonomy, but your role is such that whatever final recommendations you make to the Government of Ontario will have some influence upon that Government, and its successors, if and when it faces clear demands for such autonomy.

My submission to you is therefore as follows. Because of the basic differences between north and south in Ontario, and because of the trend toward northern decision - making, the Government of Ontario should be advised to expect autonomy demands, and to consider them as legitimate expressions of popular aspirations.

The government should further be advised to respect such demands and be prepared to accommodate them. The alternative would be continued simmering resentment, and the possibility of actual social unrest.

Thank you.

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Mr. Commissioner, Counsel of the Commission, Ladies and Gentlemen:

First, may I say that the amount of time and energy that has gone into the holding of these hearings, is not without its appreciation. That this Royal Commission is investigating all avenues of resource developement, still keeping in mind the environmental impact, is not an easy task. And all this is noted and appreciated by the people who are the residents of this vast north western region.

I shall, so far as my great concern and affection for north western Ontario allow, be brief.

We need in this area, jobs, roads, airfields, industry; and our need for additional roads was never more apparent in this locality than when the town of Sioux Lookout was evacuated several years ago during a forest fire. At that time we had but one main road - just one! - not paved, that could take us to the main artery, the trans-Canada highway, without risk. When that road was closed, the only road exits then, were the "bush" or logging roads.

Most of us too, would welcome some manner in which camping on crown land might be controlled so that those persons using wilderness sites would be responsible for cleaning those sites or paying for having them cleaned. I say "wilderness", but you and I know, that in many instances, camping is done beside roads and lakes, close to settlements or towns and often the situation left behind is one that would discourage any future campers.

Resource development will only happen in north western Ontario when support, both financial and educational, is given to local people and/or small business. It is an indisputable fact that the largest percentage of new jobs created in this country occurs in small businesses.

However, there is one area of concern, that so far as I know, has not yet been touched upon in any of the presentations made so far in Sioux Lookout. It is a concern of far reaching consequence, that would adversely affect every living thing in this beautiful and serene land.

I am speaking of the fact that serious consideration is being given by the Federal government to find a place in our part of the Cambrian Shield to store nuclear wastes.

We have been told via prepared press releases, that nuclear wastes are quite harmless when properly contained. We are being "programmed" to close our eyes to an extremely dangerous situation and accept willingly such a waste disposal. Since we live in a not so densely populated area, people in eastern Canada, think that this is a good place to dump their garbage.....while at the same time telling us to keep our forests and lakes pristine pure, so that it will continue to be a good source of raw materials and a fine place for outdoor recreation.

If, in fact, nuclear waste is as safe as the pundits would have us believe, then let it be stored where it is developed, or at least in areas that are far more "stable" than our Cambrian Shield.

Dr. A. C. McLean and Dr. G. D. Gribble of the University of Glasgow have written, (quote) "The disposal of radioactive waste is an increasingly important problem that demands careful study because of its scale and because of the consequences of any misjudgement." When nuclear plant officials talk about "containment" or storage of radioactive wastes, let us all realize that they are not talking in terms of ten or twenty years, or even a hundred years. They are talking about the need to store this material for tens of thousands of years.....literally....for ever!

If this great north west is to continue to be the source of supply of many of our resources, if it is to be the buffer between sanity and insanity, then we must regard the ultimate utilization of this area, with the greatest possible care.

I do not need to give you many examples of some of the disasters that ~~in~~^{for} ignorance, have already perpetrated. You know of the Three Mile Island incidence. It turned the fiction of The China Syndrom into reality. You know too, of the many instances of leaks, of breakdowns, of accidents, that have occurred in our Canadian plants.

Let me impress on you, that the storage and transport of nuclear wastes would bring with it a multitude of accidents. In May of 1979 near Beatty, Nevada, a tractor trailer loaded with radioactive waste from southern California, exploded and caught fire at a desert dumping ground 110 miles northwest of Las Vegas. The effects of that accident are still not know.

Can you for instance, imagine what a repeat of Mississauga would ~~be~~^{be} like in this north west region; where maintenance of roads and railway roadbeds is a horrendous task, due to distances, isolation and weather conditions? Mississauga was lucky. It did not involve radioactive materials.

Through Government and Atomic Energy ^{of Canada} ~~Corporation~~ news releases we are told that many precautions would be taken to safeguard the environment, the people, the air we breathe. ^{with regard to nuclear wastes} I say to them, that if it is so safe, then let them keep it where it is produced. We do not send our garbage to them, why should they send theirs to us?

Those localities that have nuclear plants, gladly accept the benefits of jobs and the spin off development which in turn creates a favorable financial climate. They should also be willing; then, to accept the further responsibility of attending to the liability side of the ledger. The government would have us believe that a waste dump would bring jobs, etc. to the area. My belief is that should we accept such a situation, we would end up with an extremely large portion of our land forever closed to us and forever sitting like a time bomb in our midst, and in return we would have the dubious privilege of obtaining the job - of caretaker, an insulting, untenable position.

My conclusion is, that the storage and transportation of dangerous substances, especially nuclear wastes, has ^{had} ~~been~~ and always will have, unacceptable risks.

Therefore, I recommend to this Commission, the following:

1. That North Western Ontario not be used as a nuclear dumping ground.
2. That all investigation into nuclear containment in North Western Ontario be stopped, and that nothing towards this end, be allowed at any time in the future.
3. That the taxpayers dollars, presently being spent on advertising and preparing news releases, promoting the safety of nuclear disposal in our area, be stopped immediately.

Mr. Commissioner, I thank you for this opportunity to address these concerns to you. Ladies and Gentlemen, I thank you for your attention.

Mrs. Iris Czinkota
Box 129
Sioux Lookout, Ontario

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Rec'd Nov. 24/82 HS
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A SUBMISSION TO THE
ROYAL COMMISSION ON THE NOTHERN ENVIRONMENT
BY
BEARSKIN LAKE AIR SERVICE LIMITED
NOVEMBER 24, 1982

Bearskin Lake Air Service Ltd. has been providing air transportation for Northwestern Ontario for over twenty years. This service was initiated from an airbase in Big Trout Lake, Ontario and this airbase continues to be an important part of Bearskin's business.

Bearskin Air feels that it will play an important role in the north's future development, as it has in the past development of an efficient and safe air transportation system for the north. It is for this reason that this submission is being made. Any future developments in Northwestern Ontario are of great concern to Bearskin, whether they be economic, social or environmental.

This concern is well justified for two major reasons, First Bearskin has a vested interest in any changes occurring in Northwestern Ontario. As a responsible corporate citizen, customer satisfaction is one of our primary objectives, thus to achieve this objective developmental changes must be met with adaptability and versatility. Secondly, Northwestern Ontario is the home of Bearskin's employees, their families and majority of Bearskin's customers. It is important that this region is developed in an efficient manner that will benefit all those who reside in Northwestern Ontario.

Bearskin Lake Air Service Ltd.'s submission to the Commission will cover the following areas:

- encouragement of development by reducing transportation costs by creating private airstrips north of Pickle Lake
- Creation of parks in areas where tourist outpost camps are presently being operated
- expansion of access roads close to lakes supporting tourist outpost camps
- non-resident visitors travelling extensively throughout the area while purchasing minimal supplies
- the apparent discouragement of development north of the 11th base line

In opening, may I say that it is encouraging to know that despite the problems we all have to face when dealing with the various governments, we have available to us a Commission with a mandate to solicit citizen's opinions about the direction of decision making in the future. We would hope that the decision-makers, when reviewing all the information gathered by the Commission will evaluate the information in a responsible manner keeping in mind that what they are evaluating is the opinions and knowledge of the residents of the area, being affected by the decisions.

The first concern addressed is related to the high cost of transportation in the north. Bearskin Air would like to see ways of reducing this cost implemented. One way in which this could be achieved would be by allowing private airstrips to be created

n a strategic area somewhere along the road north of Pickle Lake. Government funding would not be required, only their co-operation and in return the savings in the cost of air freight to northern communities would benefit both the Federal and Provincial Governments as well as all the citizens of the area. Savings realized in this manner could be redirected within the regions' economy in a more effective manner. The creation of these private airstrips would provide employment, during construction as well as longterm operation and maintenance.

With reference to the West Patricia Land Use Plan, Proposed Policy, and Optional Plans; there would be no conflicts with any proposed policy or optional plans as far as they have been outlined. In fact, on page 22 of the West Patricia Land Use Plan, Section 2. b. states that:

" In it's capacity as administrator of Crown Land on behalf of the Province, the Ministry of Natural Resources will continue to make land available where approval has been given by other government agencies for uses which meet their requirements."

and one paragraph further it goes on to say that:

" As in the past, Crown Land will continue to be made available for remote airstrips, generators, telecommunication equipment, etc."

We feel that an airline operated airstrip located in a strategic location north of Pickle Lake would be cost beneficial to the northern economy and would thereby help to encourage northern development.

Next, I would like to discuss the proposed creation of new parks.

It is commendable that the Ministry of Natural Resources have created parkland and will continue to ensure that parkland is set aside for the future. This is in keeping with one of the Ministry of Natural Resources general policies that "the Crown owned resources of the Province belong to all the people of Ontario and will be administered in the best interests of the Provincial population as a whole, including the special interests of the residents of the areas where the resources are located."

It is the last part of the policy concerning the special interests of the residents of the areas, that is important to the people of Northwestern Ontario. The Provincial Park System has four stated objectives: protection, recreation, heritage appreciation, and tourism. When creating new parkland in Northwestern Ontario it would seem reasonable to evaluate these four objectives in terms of achieving maximum benefits for the majority of the people in this area, not the province as a whole. This especially seems important in inaccessible areas where only a very few outdoor enthusiasts would benefit at the expense of people whose livelihood is dependent upon commercial fly-in

outposts camps. It is conceivable that park creation aimed at promoting the stated objectives, especially recreation, heritage appreciation, and tourism could in fact be detrimental if adequate consultation with existing outpost camp operators is not carried out. Compromise between blanket policy and objectives and the special interests of the area residents is imperative.

Another area concerning park creation that Bearskin Air is concerned about is the creation of parkland in, for all intents and purposes, inaccessible and uninhabited areas, that would restrict future exploration for resource development and timber harvesting. The practice of setting aside large areas of land that will be visited by only the occasional M.N.R. personnel or be a few naturalists and students from southern universities is questionable. This does not benefit the residents of Northwestern Ontario. Priorities should be to maximize economic development. Unless the area has economic benefits being realized parks are somewhat useless.

Another threat to the tourist industry that concerns Bearskin Air is the expansion of access roads to previously isolated lakes where tourist outpost camps are located. The selling point of outpost camps is the isolated nature of these camps. If road access is not controlled properly this important segment of the tourist industry could be seriously damaged. If the proposed parks are created and access roads keep expanding this area will begin to lose many of its' outpost camps. Once again it would seem that consultation and compromise is required by the parties involved.

Tourism is a resource that must be encouraged to develop. However, presently there are several problems associated with the tourist industry. First, many non-resident visitors come to this area, camp anywhere, travel extensively throughout the region and make only minimal purchases. Ways of increasing purchases of non-resident visitors must be sought out.

Secondly, non-resident ownership of tourist businesses drain profits out of the region. While wages through summer employment are realized by the region, retention of profits in the region would be even more beneficial.

Both of these problems have been identified many times before and some steps have been taken to correct them but this still seems to be a problem.

The last area Bearskin Air would like to address it self to is the apparent impediment of development north of the 11th base line. Bearskin feels that this is extremely detrimental to the region as a whole and each year benefits are being lost forever. Development should be encouraged, especially in the areas of trapping, commercial fishing, and tourism where environmental hazards can be almost totally contained by regulations and the strict enforcement of those regulations.

Bearskin Air applauds the initiative taken by the commercial fisheries in the north to turn a marketable resource into a viable export which brings much needed outside dollars into the region. The Government has taken positive steps by listening to and being supportive of these northern businessmen. It is hoped that this support will continue in the future and that projects such as the commercial fishing enterprises which have grown in the Windigo region of the Northwest will continue to be successful.

However, if the region is to become a healthy economic region much more development is needed. If the major resources such as minerals and timber are not developed what alternatives are left? . Paul Driben's recent report " The Northern Economy : Benefits, Problems, and Prospects" concludes that perhaps small businesses or projects should be encouraged instead of large projects. His reasoning is that if harmful side affects occur with small projects these side affects will therefore be small and manageable. He seems to conclude that large projects will destroy, or are much more likely to destroy, the cultural integrity of Native and Non-Native residents of the area. These conclusions have some truth in them and can not be ignored but these types of conclusions applied to northern development worry Bearskin Air because some basic economic facts have been ignored.

First, it is true that small projects have small side effects upon the area but this in turn means that any benefits to the area will also be small.

Secondly, small projects do not have the resources to compete with markets outside the region. We must get investment money flowing in from outside areas. These small projects would have no choice but to rely on local markets and in the north this could often mean failure or direct government subsidization.

Thirdly, small projects tend to recycle government dollars, at least in the north where present government spending is the most dominant input of investment. These small projects are not exporting resources in return for outside investment. Projects such as sawmills, stores, craftshops, etc. should be encouraged to develop as they can reduce the cost of many local items, such as lumber in the case of sawmills, and help keep profits in the communities that otherwise would be leaving the area with outside companies. They also provide local employment and an opportunity to learn new employment skills. However, to rely on these types of projects to create a healthy economic climate is dangerous.

Fourthly, Paul Dribon's report concludes that large projects can be culturally detrimental to both the native and non-native groups of the area. He cites the example of the recent mining slowdown in Pickle Lake. No one can argue that hardships have been caused by this event but what about the large amounts of benefits the area has accrued over the past years? Are these to be ignored? Where in this country is any industrial project's safety guaranteed, Oshawa or Windsor perhaps?

There is some element of risk in any progressive development project undertaken. What are the alternatives left to Northwestern Ontario? Shall small local projects be encouraged to exist off the direct or indirect benefits of government spending? Would not encouragement in this direction create a regional economy completely dependant upon the taxpayers of this country and province? Is this not the same as being dependant upon the mining activities in Pickle Lake? Could the government go on spending in this region indefinitely without the danger of cutbacks in poor economic times? It seems logical that diversification would be desirable.

Preservation of our cultural integrity is important to all of us but trade-off's must be made if we are to progress. In the past few years there has been much concern about the preservation of our native culture. This is a just concern and the large number of native citizens living in Northwestern Ontario make this even more important to this region. However, we as people have to adapt to survive and this is very apparent in the isolated communities of Northwestern Ontario. Adaptation has occurred to the point where schools, health care facilities, communication and transportation systems have become integrated with the way of life. As citizens of this country the people of these isolated communities deserve to enjoy the basic services the rest of us enjoy and these people desire these services, and in fact desire many improvements. There have been many arguments put forward stating that these services have eroded the native culture and this is probably true, but this progress has been accepted and the citizens of these northern communities would not want these services withdrawn. Anyone's cultural integrity is important but to what degree when compared to lost development benefits?

If this region were to be developed so as to be completely dependant upon the government, how would this affect the basic integrity of all the people of Northwestern Ontario? To halt development would in fact be regressive and it is impractical to think that we can return to the past.

Any action man has ever taken has had side-effects on his environment and any economic development project will have side effects affecting all of us. However, the side effects we can live with if they are managed properly. It is the destruction of our resources that must be guarded against. To wait for a development project that is perfect is impractical because one will never appear and is it wise to wait twenty years before deciding that we should have gone ahead before losing twenty years of benefits?

In attempting to reach conclusions concerning improvements in the allocation of natural resources and in the decision making process much contradictory evidence unearths itself. Past inquiries by Royal Commissions have uncovered a multitude of problems associated with Northwestern Ontario and its economic development. It is very hard to stay away from complaining about specific concerns when addressing the Commission. To those of us who put forward these concerns they are of immediate and pressing importance. Various government agencies have taken an active interest in Northwestern Ontario and have initiated research projects and programs to assist the area. We, the citizens of Northwestern Ontario can not really complain of a lack of government interest. Perhaps one of the largest problems is a lack of co-ordination between the various government agencies and interest groups. It is very probable that various studies and projects overlap due to a lack of co-ordination and the funds could be used more effectively and efficiently for the betterment of this region.

If we assume the Commission could take the multitude of problems it has come across to the Provincial government and design a policy to solve each and everyone, would anything be accomplished in the long run? Our environment is dynamic and this means that one year later similar problems would appear. Will the whole exercise have to be repeated? Also, these exercises are time consuming and by the time our decision makers pass legislation it is quite possible that these decisions are obsolete in the face of an everchanging environment.

It is evident that Queens' Park is concerned about the north by the degree of government activity seen in the north, but how can legislators living in a totally different southern environment be cognizant of northern problems and perspectives? How can these people really speak authoritatively about the north on the basis of several prearranged tours of the region each year.

Queens Park has recognized this concern and legitimizes it by appointing a Royal Commission to go to the people of this region for input into the decision making process. Perhaps this is the answer to all our specific problems made known to past and present Commissions. To improve the decision making process the people of the region should be playing a greater role in making decisions concerning the development of this region. The government has recognized that the answers of the various problems lie with the people of Northwestern Ontario. Southern Ontario certainly does not have the answers nor does Ottawa and how can they be expected to?

As stated previously, perhaps the information gathered by the Commission will result in legislation that will solve our problems for the time being but the root of our problems is the fact that the decision making process rests too much in the

hands of outsiders.

Perhaps the answer is the creation of a permanent decision making vehicle comprised of representatives from the various northern interest groups; for example, representative from the timber, mineral, transportation, and tourist industries as well as representative from Federal, Provincial and Municipal governments, and social agencies. These people may disagree strongly but at least they know the region and all have a vested interest in how it is developed. An ongoing decision making process would be in place and could advise Queen's Park about desired action. In this manner Queen's Park would know what was wanted and how to implement action. The people best able to determine the future allocation and development of the resources in Northwestern Ontario are the people who are the residents.

The Ministry of Natural Resources was not formed as an economic development agency and should not be expected to shoulder this responsibility. Up until now the M.N.R. has seemed to be the dominating force in deciding the proper allocation of resources but is this really their function? They probably have done the best of their ability to plan for the future of Northwestern Ontario, but in the final analysis is it in the best interests of the region to have one provincial agency take responsibility for decisions concerning matters that no where in Southern Ontario would be their responsibility. After all, the M.N.R. like any other branch of the government, should be an extension of the desires of the citizens, not policy makers.

Referring back to the specific concerns Bearskin Air discussed earlier; problems in the tourist industry, cost reduction in the transportation industry, the encouragement or discouragement of development north of the 11th base line; these problems, although solveable, are only current problems and by concentrating on the specific problems the real cause of them would be ignored. Therefore, the answer to the three questions addressed by the inquiry is more direct involvement of northerners is needed in decision making. Let northerners help solve their own problems and come up with their own solutions. Obviously, the current method has not worked very well, either in this region, the province, or the country as a whole. If nothing else Queen's Park will be safe from criticism if a development project fails. If the people of this region are directly involved in the initiation of policy by Queen's Park then they would be more apt to ensure that it is carried out properly.

If some bright, young and upcoming researcher or bureaucrat writes a report recommending a policy which is a failure he does not have to live with that.

To sum it up, it would seem that some method is needed to have representatives from the various segments of society in Northwestern Ontario play a more direct role

in the initial decision making process. In this manner the people with a vested interest in the area can use their knowledge of the area in determining the area's future. Problems could be met, and solutions to them sought , immediately and on an ongoing basis.

In closing I would like to thank the Commission for allowing Bearskin Lake Air Service's views to be heard.

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In closing I would like to thank the Commission for allowing Bearskin Lake Air Service's views to be heard.

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Nov. 24/82

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P R E S E N T A T I O N

TO

ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

November 23, 1982

Joyce Timpson, M.S.W.

I did not intend to make a presentation to the Commission but feel inclined to do so following last night's break off in communication between the Indian organization and the Commission. I am speaking as an individual, not as a representative of any organization. I have worked as a social worker in this area for 6 years and presently am involved in the development of mental health programs administered for and by Indians of the area.

Five years ago I presented some issues to the Commission based on one year's experience in this area. I urged the Commission to make careful consideration of the effects of uncontrolled industrial development on social conditions in the area. At that time I cited dramatic statistics concerning the effects of development on the social conditions of this area. I urged that no development occur without the simultaneous support of human services.

In five years I have observed unprecedented changes in this area. Hydro, telephones, regular scheduled air service, radio and television exist in virtually every one of the communities whereas five years ago only one or two of the larger communities had telephones. Now, in most communities, one can view 24 hours of non-stop Hollywood movies. Does society ever consider the effects of such a sudden influx of such information on a people? One morning in Sandy Lake at 8.00 a.m., I turned on the television set and saw that a disgusting movie called "When a Stranger Calls" - a story of derangement and child abuse. I believe that in Ontario cities persons under the age of 18 were not allowed in to see this film. Is the Commission

aware that in a large part of the North English is neither spoken or understood, and many persons are still living as trappers and hunters. What effect does such "progress" have on young minds? How can parents who lack exposure to the industrial society properly guide their children about the type of information they receive? Does "Dallas" really depict what life is like down there in the big city where the streets are paved with gold? Telephones are great, we can counsel depressed people by phone, we even do three way marriage counselling using the technology of Telemedicine and hands free phone. But before the introduction of the phone, people visited each other - there was less need for mental health counselling.

Native Canadians do not fare well in terms of suicide, a reflection of the despair that they suffer. Each year in Canada, 12 out of every 100,000 Canadians die each year by suicide. *Forty five* out of every ¹⁰⁴⁰⁰ Treaty Indian dies of suicide each year. In this area ~~25~~ out of every 100,000 Treaty Indian dies from suicide. In the 15-24 year age group the incidence of suicide among Canadian Indians is 5 times the national average. The Indians in this area do not yet suffer the social breakdown to the same extent seen in other parts of Canada, and particularly in Canadian cities. However there have been over 40 young people that we know of who have attempted to take their own lives in this area since the beginning of 1982.

It has not failed to occur in virtually every country of the world where one society has been taken over by another that social breakdown has occurred. We know that in Indian communities in this country where mega projects have been allowed to flourish uncontrolled

social deterioration has occurred almost automatically - we do not learn the lesson.

In the last five years I have seen a rallying of the people of this area to attack these problems - and not just at the level of the politician but at the basic grass roots level. I have seen recovered alcoholics commit themselves to work 24 hours a day to help their brothers and sisters. I have seen the communities in Pehtabun develop a unique community based approach to mental health problems in developing its own service. Five years ago as many as 10% of the children of New Osnaburgh required foster care outside of their community. That community said, "Enough" and now hires two of its own people to do child protection; neglected children rarely must leave that reserve. These dedicated Indian social workers receive the lowest pay of any workers on the reserve. As is always the case, mental health concerns do not take priority with government, and we certainly do not see mining companies offering money to foot the bill for alcoholism, child neglect or the psychiatric care of Native people.

There is still time to stop the trend that is beginning in the North. Local initiative is strong and flourishing. But this will not continue if promises are broken and if the people are not heard. I urge you, Mr. Commissioner, to hear the urgent plight of the Indian people.

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Nov. 24/82

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SUBMISSION TO R.C.N.E. HEARINGS IN

SIOUX LOOKOUT NOV. 24, 1932.

BY

R.E. FAHLMAN

on behalf of:

THE SIOUX LOOKOUT, HUDSON TOURIST

OUTFITTERS ASSOCIATION

Box 1053 SIOUX LOOKOUT, ONT. P0V 2T0

Ph. 407 - 737-1279

Mr. Commissioner;

On behalf of the Sport Hunting and Fishing industry located in the Sioux Lookout area and north of the 50th parallel, we wish to thank you for this opportunity to express our views. Although we have lacked major input into this commission, we make this 11th hour effort through frustration. Hoping that this commission may be of some assistance in recommending to our government some major changes in the economic decision making process of the North.

Most of our members view this commission with skepticism. This response is not inherent but rather conditioned through past experience in dealing with a multitude of government departments, plans, studies, etc. And while none of these deal specifically with economic future, they all have a direct affect on economy. It's impossible to allocate lands and resources without affecting economy. Just a few current examples of factors that may affect the economics of the hunting and fishing industry are: R.C.N.E. Hearings, West Pat Plan, Hough Stansbury Report on Lac Seul, New Moose Management Program, New Crown Land Camping Program, Drifbin Report, and M.N.R. open Forums being held through December at various locations to obtain resource user input.

There are more. All dealing with interrelated issues, but how and where do all of these studies, reports, management plans, etc. eventually mesh? How do they consider each other in correlating into an overall plan for the North?

Not only is this confusing for Northerners, but makes it impossible for the businessman or industry to even know where they should have input. It's not practical to try to participate in all of these areas. For that matter, more often than not, there is very little participation to be involved in.

Most of us are tired of responding to a predetermined decision making process by being asked by M.N.R. to choose an A,B,C, or D-alternative that they have formulated. It appears that M.N.R. has been given the awesome responsibility of a dispensing agency-- they dispense our timber, our lands, our fish and game, and our minerals. In that role they are all-powerful; they make all of the final decisions. They are not required to obtain input from all those affected. Even if they do, they are not required to regard that input or most important to be accountable to Northerners for the consequence of their decisions. One example: Even as this commission concludes these hearings, the M.N.R. pushes forth, without regard, in the conclusion of their West Pat Plan. They will implement the West Pat Plan as they choose; affecting significantly the

economy of the North; as though the R.C.N.E. never existed. How then is an individual, a business, or even an industry to make an attempt at asking them to be accountable on a particular issue?

I bring M.N.R. into discussion only because they, if anyone, are the main planning vehicle of the North. But was the M.N.R. in conjunction with the Government who were responsible for the proposed allocation of huge tracts of timber rights in 1976, without sufficient planning, that caused enough public outcry to initiate this commission in the first place.

With this lack of planning, is it any wonder that this commission is barraged with issues and problems from all sources, not only concerning the economic future, but addressing the economic problems created by the lack of planning in the past?

We too, in the hunting and fishing industry, have our long list of issues and problems. One far too lengthy to discuss to sufficient detail in these hearings. We attach to this presentation only a summary should the commissioner wish indepth discussion at some later date. It's illogical for us to present all of the "ills" within our industry to this commission. The problem is not one of current, past, or even future specific issues but one of the lack of an overall economic development plan.

Instead we urge this commission to conclude itself in tabling to Government recommendations on the creation of lasting changes in the planning and decision making processes. Only by creating a lasting long term planning device in which Northerners have a major role in the decision making process; can we begin to properly structure our economic futures and deal effectively with the economic problems of the past.

This planning committee, or board, can then insure that an overall development plan is put in place. Organizing economic development in the future is systematic and to the benefit of all Northerners and their resources. Putting to an end, once and for all, haphazard development patterns of the past.

This planning committee should be based in the North and made up of Northerners from all walks of life. Leaders from the Indian communities, Municipal leaders, leaders from the timber, mining and tourism industries, etc.

All having equal input into this planning committee. This committee could recommend to Government, economic development policies that have input from all Northerners. Policies that reflect the vested interests of people from the North. People who understand the North -- its issues and the best means of implementing adequate solutions. These solutions would represent unified conclusions arrived at through discussion and negotiation by the people who are most affected by the decisions and their consequences.

Only in this fashion can Northerners have proper input into the decision making process of the North. I am sure this commission will agree that if anything has been established through these hearings it's that Northerners are tired of decisions from the "South" directing their futures without adequate input from them! It's similar to asking us to make economic decisions for metropolitan Toronto. We don't have a clear enough grasp of the economy or its issues, nor vested interests in Toronto. How then can we make decisions controlling their futures? But yet the reverse situation is often true.

At best, should this commission be instrumental in producing any change in the economic development process of the North, that change will be an experiment. If Northerners are to be the subject of an experiment they should "at least" have an instrumental role in conducting same.

In conclusion, the need for both long and short term economic planning is evident. Therefore we urge the establishment of a Planning Committee of Northern Leaders, insuring Northern input.

Further, establish for that committee, a Northern based resource team, to insure correlation and funneling of relevant data necessary to developing and implementing that long term plan. This resource team will of course cost the Government initially, but would soon become more than self-funding in the savings produced by the elimination of economic destructive planning errors.

After careful consideration and discussion of these recommendations, the benefits to our industry and in our opinion to the entire North, become overwhelming. We hope that this commission will come to share our views and recommend this concept to our Government.

We thank you for your time in hearing this submission and encourage any questions you may have.

Sioux Lookout, Hudson Tourist Outfitters Assoc.

R.E. Fahlman 

ISSUES RE: HUNTING & FISHING INDUSTRY

- 1) Timber Road Access.
- 2) Parks. Proposed and existing unprofitable and unproductive.
- 3) Non-Resident Camping on Crown Lands.
- 4) Lac Seul Special Plan.
- 5) L.U.P'S. Upgrading, Expansion, and Sale to Outfitters.
- 6) Public Landing Sites Administration Control, Clean-up. Potential private enterprise revenue.
- 7) Timber Companies. Need for long term cutting to be negotiated in co-existence with Hunting & Fishing Industry.
- 8) Resident Fishing Licences & Proceeds to Fishery Mgmt.
- 9) Restocking & Hatcheries.
- 10) Government Grants to other industries and equitable assistance to Hunting & Fishing Industries.
- 11) New Moose Mgmt. Program - re-evaluation of zone sizes.
- 12) House Boat Operations - licencing and regulating in unity with Commercial L.U.P.

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Rec'd Nov. 25/82

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November 19, 1982.
P.O. Box 42,
Red Rock, Ontario.

Dear Sir;

Thank you for the opportunity to comment further on the Land Use Planning for Ontario. As you know I have submitted my suggestion and criticisms on both the Nipigon and Thunder Bay Plans; however, I am glad to have the opportunity to re-affirm my earlier suggestions and perhaps add several more.

Two items not mentioned earlier and ones I consider vital to our north are as follows: first, I believe environmental hearings on pipeline corridors and crossings also hydro corridors should be held in or near to the areas affected so that local people who have some knowledge of local conditions can have some input into these hearings and not as the case is now in either Hull or Ottawa which are far removed from Northern Ontario. Secondly, I am becoming very concerned with the amount of land that is being taken out of circulation or production by the various Hydro and Pipeline Corridors.

As I stated before I am in favour of Very selective timber harvesting in most parks and am very much opposed to the clear cutting of large areas of our forests which is detrimental to our fish and game populations, also to the land itself as it results in drying out the land and encouraging erosion.

I believe the time has come when Timber Companies should be discouraged from expanding further and concentrate their efforts on improving their efficiency for the supply of new timber is rapidly running out and it will be some time before the results of the Very late reforestation will be available.

I believe Agriculture should be more encouraged in Northern Ontario to cut down on our imports and provide more stable living conditions than our resource industries.

I also believe we in Northern Western Ontario have a far greater potential for tourist attraction if the Ministries of Natural Resources and Tourism would put back some of the monies raised by our resources into renewing or replenishing them.

Yours Truly,

Charles Parohl
Charles Parohl

P.O. Box 42 Red Rock Ont
POT 2PO

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Rec'd Nov. 26/82

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405-540 Oliver Road,
Thunder Bay, Ontario.
P7B 2H1

November 23, 1982.

Mr. Gery Le Sauvage,
Air Information Officer,
5 Red River Road, Suite 201,
Thunder Bay, Ontario.

Dear Mr. Le Sauvage, Re: Royal Commission on the
Northern Environment.

You have asked for input from individuals
in the community. These are my views:

The provincial government should be very wary of
releasing the acreage of harvestable forest to the timber
companies. They have a poor record for their cleaning
up and their reforestation thus ruining the land for
old life, recreation and for the trapping that meets
Indian needs. Now, while the companies' market
is in a slump is not the time to allot them
more land but to encourage reforestation so that there
be reharvesting in the future — that is in land
it will reproduce. Where it has taken hundreds
of years to grow a stand of timber it should not be
cut at all if it cannot grow again easily.

I, myself, will not likely ever take a canoe trip
through a wilderness park but my children and
grandchildren likely will. In any case, some
wild land should be left as God made it for
future, both man and beast, to see and to
enjoy.

(over)

With regard to northern accommodation for both white and native folk it is my belief that plans for modern water systems and electric systems of the like are both foolhardy and too expensive. Instruction on digging a good well, building a good hole-in-the-ground outhouse an adequate distance away training in good health practices suitable to the area in which they live are the key factors.

There is no use trying to make the north into a south. That is just wasted money with its attendant frustrations. Homes and their equipment should be suitable to the elements and as uncomplicated and owner-repairable as possible. Nor should dwellings be provided by the government. People show much more respect for the possessions for which they have worked. They may only need the guidance and encouragement to create what will work in their "Northern Environment", hence allowing them more pride and comfort and the government less expense.

Yours truly,

K. Elizabeth Arthur.

-77N82

Rec'd Nov. 26 1982 HS
093

ASSOCIATION OF CANADIAN
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SUBMISSION TO

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

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November 19, 1982

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November 19, 1982

Mr. J.E.J. Fahlgren,
Commissioner,
Royal Commission on the Northern Environment,
55 Bloor St. West, Suite 801,
Toronto, Ont. M4W 1A5

Dear Mr. Fahlgren:

I have great pleasure in sending you, and to the Royal Commission on the Northern Environment, the outline of the Boreal Forest Symposium which was held in Thunder Bay in August of this year. This document is in response to the terms set out in the Letter of Agreement between the Royal Commission and the Association which you signed on the 30th September.

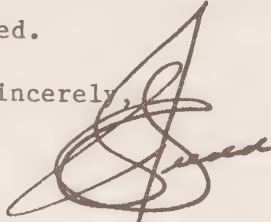
The package of material prepared for this Submission consists of three principal elements.

1. The Summary Account contains a narrative listing the principal themes and discussions in Thunder Bay. It has been written especially with a lay audience in mind and attempts to focus on the range of "bread and butter" issues which will be of interest and concern to people whose livelihood and lifestyle are principally derived from the forests of mid-Canada. The document is a report of the Proceedings and discussions and is not intended to advocate any particular approach or point of view.
2. The abstracts of the papers presented at the Symposium; a twenty-six page document giving, - in the authors' words - a short summary of each scholarly contribution. These are arranged in alphabetical order. Please note that there is, as well, an addendum of five pages giving additional abstracts. Some or all of these may be of interest to your staff and technical advisors.
3. We are also including a listing of the workshops, of the participants, and a variety of pre-conference documents which set out the purpose and organization of the Symposium.

In our letter to you of the 2nd September we made the point that the Association of Canadian Universities for Northern Studies would not be making an "advocacy" submission to the Royal Commission. What is contained here is a report on the range of research now going on and which has a bearing on many of the questions before the Royal Commission. Should you wish to look into any of the matters in this report, we will, of course, be ready to lend every assistance to your enquiry.

All of which is respectfully submitted.

Yours sincerely,

A handwritten signature in dark ink, appearing to be 'D. Judd', written over a large, stylized circular flourish.

David A.W. Judd,
Executive Director

ASSOCIATION OF CANADIAN
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SUMMARY ACCOUNT

INTERNATIONAL SYMPOSIUM

ON THE

DYNAMICS OF BOREAL FOREST ECOSYSTEMS

FUTURE RESEARCH AND MANAGEMENT REQUIREMENTS

Summary Account
of
International Symposium
on the
Dynamics of Boreal Forest Ecosystems
FUTURE RESEARCH AND MANAGEMENT REQUIREMENTS

The symposium was held at Lakehead University, Thunder Bay, Ontario, 23-25 August, 1982. Participants numbered about 100 and included managers, academics, government officials and scientists, foresters, earth scientists, zoologists, botanists, and social scientists. Participants came mainly from Canada, but papers were also presented by specialists from the USA, Sweden and Finland.

The sessions on the first day were devoted to the presentation and discussion of papers that reviewed various aspects of the management of boreal forests. The participants were divided into 6 workshops for the second day during which they examined different parts of the whole question. The final day was a plenary session in which the conclusions and recommendations of the individual workshops were considered, and this summary account is our attempt to amalgamate and present the recommendations and reflections of this final plenary session. A full account of the proceedings of the symposium will be distributed later.

The 'boreal forest' comprises a multitude of forest biomes. In Canada alone the forest extends for some 8000 km from west to east and 1000 km or more from south to north. Management practices in one area may have little relevance to those in another, and it may well be that conditions in another province or another country are more significant for a resource manager.

Thus, interprovincial and international exchanges of information are essential for effective management. It was noted that the goal of management is to modify the forest to produce the maximum yield for the people in the region or country. Thus, the managed forest is not the natural forest.

The question that appeared to concern the participants the most was the communications gap between the research scientists and the managers responsible for the optimum harvest of the forest resources. Basic, curiosity-oriented research was seen to be essential, but research directed towards the broad base of the managers' problems was also important. This involved mainly the need for useable theories of biological dynamics within the framework of time and space needed by management. Managers, however, cannot defer decisions until the research is completed, but will have to continue doing the best they can on the basis of the information at hand. In effect, the scientists are shooting at a moving target, and the integration of research information in the process of making decisions is never-ending. The problem of feeding in that information must be solved, and nearly all comments related in some way to that problem.

Another concern of many participants was the lack of understanding of the forest resource as a whole - fibre, fuel, fur, fish, and fun. More and more people are using the forests as a place for recreation, and considerable numbers of native people still depend on the boreal forest for substantial quantities of 'country food', for fuel and for shelter. Thus many comments related to the need to regard the boreal forest as a dynamic ecosystem in which all components of the biomass are relevant to the harvest (i.e. not only the arboraceous component). Managers need some basis for quantifying the

economic potential of individual components, keeping in mind that some benefits, e.g. esthetic, cannot be given a monetary value. A multidisciplinary approach is more and more needed by managers, but traditional funding agencies are only now coming to grips with methods for funding such research. A recurrent topic in the symposium was the use of fire as a tool for managing forest resources. Since fire has traditionally been suppressed in the boreal forest, the idea of managing fire is a radical change in thinking. To manage successfully will call for a much more extensive information system.

It became pretty clear that participants considered that an ultimate objective of forest research is to aid management by providing a better understanding of the resource as a whole, and less globally, to provide managers with information on specific problems posed by them. The distinction between management and research tends to become blurred; in some cases they are indistinguishable.

MANAGER-SCIENTIST RELATIONS

Recommendations

1. Forest managers should ensure that their needs for broader and more integrated information are known to the scientific community.

Comments: Managers tend to ignore a large part of the information provided by scientists because the information tends to be on too small an area of the overall problem, and is often not directly relevant to a manager's concerns. Unless the manager makes his needs known

and encourages relevant work, the scientists will tend to do their own thing. Long-range forecasting on the development of the forest biomass, the capacity to modify stand architecture, and several other requirements were mentioned as examples of what the manager needs. In addition to the scientists who provide the knowledge base, other scientists are needed who can synthesize the results and work with the managers in using them to best advantage. It was also noted that great quantities of information are now readily available through computerized systems - e.g. CISTI (Canada Institute for Scientific and Technological Information), but that the outputs may not be in the form that managers need. If so, the reporting procedures could be modified to suit their needs.

2. Scientists who have had experience in research and who show a concern for management problems should be encouraged to develop a broader approach.

Comments: As they gain experience, some scientists become interested in synthesizing the results of research on a wide spectrum of subjects, and in attempting to evaluate the synthesis. From here it is only a short step to the application of this information to the problems of management, and it is this sort of individual who should be closely associated with resource managers. In effect, a manager of research could have a strong influence in bringing the results of research to the resource manager and in stimulating the kind of research needed to help the resource manager to get the

most out of the resource. Another way of reducing the communications gap, especially in smaller organizations, might be through working groups that include both managerial and scientific types. But that does not deny the need for university research scientists to get together to discuss where the knowledge gaps are, according to their perceptions, and thence to coordinate their research efforts to fill these gaps, in a systematic approach.

3. More effort is needed to ensure that managers have as much information as possible on all aspects of the forest domain - soil and sub-soil, total plant cover, hydrological regime, wildlife, people, and alternative uses.

Comments: Many of the participants tended to discuss the forest harvest as if it included only the trees, others as if it were mainly a source of 'country food', and others as if alternative or sequential uses depended on an adversarial approach. Wise decisions, however, will depend on knowledge of the dynamics of the whole biomass and the various uses to which the forest can be put, including recreation. Only then can intelligent appraisals be made on the economic benefits that may derive from different alternatives. Benefits that may not be quantifiable in economic terms, must not be neglected in arriving at decisions.

FIRE

The traditional management policy towards fire has been that of total suppression. However, there is an increasing awareness that fire is a natural component of boreal forest ecosystems. Thus the idea of fire management, as distinct from suppression, is gaining ground in all countries having boreal forests. In the fire management mode, attack is not taken on all fires; the fires are monitored and prescribed burning may be employed as well. The workshop participants did not make any formal recommendations that the policy of fire management be adopted, but rather wished to indicate what the managerial and research needs would be to operate in the fire management mode: a decision to monitor, rather than suppress, requires a much more sophisticated support system because the options for the manager are increased and their outcomes can have profound consequences not only for the flora and fauna of the forest, but also for other property. Currently available information is inadequate and more research is needed on the social, managerial, physical, biological, economic and historical aspects of fire management.

The manager must be able to show top management and political leaders that the risks are worth the gain; other users of the forest and those in adjacent jurisdictions must be convinced that they will lose nothing.

If fires are to be successfully managed, much more study must be given to improving the effectiveness of controlling fires;

Comment: Fire management includes not only the ability to prevent and suppress fires, but also capacities to predict, monitor and to prescribe the intensity of the burn. In order to develop adequate

models on the spread of fires under different conditions of weather and fuelwood, many matters need to be investigated: the historical record of fires caused by people; lightning strikes; fire detection methods; analyses of wildfires; resource allocation and effectiveness in fire suppression.

Social and biological systems that are put at risk by managed fires must be understood so that alternative possibilities can be evaluated.

Comment: Possibly the most important consideration is the way that society perceives the risk. To some extent this will hinge on the history of fires in the region, the techniques for suppression, and the type of forest being considered for burning. A good hypothesis for post-fire development is required - vegetative succession, the effect on wildlife, eventual harvest in different stages of development, including timber production, animal productivity, and recreation.

THE DYNAMICS OF BOREAL FOREST ECOSYSTEMS

If the boreal forest is to be managed successfully it is essential that its dynamics be understood. In engineering terms, the system is already running: what is needed is "systems discovery", i.e. we need to know how the system works.

In forest management, the basic unit is the stand. In order to come to

grips with the dynamics of the forest, the dynamics at the level of the individual stands must be understood. Thence, a forecast can be developed for the probable scenarios that would follow the implementation of any managerial options. To develop a forecast for the whole forest, all the stand forecasts must be integrated. Thus, an array of basic actions - scheduling and distribution of the harvest, renewal and protection of the resource - can be designed to produce any desired stage of forest development in the optimum time. Differently stated, there is a pressing need for theories of biological dynamics within the framework of the time and space constraints of management.

Finally, to enable the transfer of knowledge from one eco-region to another a classification system is needed. Ideally for managers this classification would be based on a system that permits identification of areas where the responses are similar to particular types of disturbances. Thus, this system would depend on the type of disturbance.

Recommendations

1. Considerably more research is needed into theories and hypotheses using biologically sound input. These will provide managers with models to aid them in the decision-making aimed at achieving the desired goal in forest productivity. Too often, failure to attain the goal has been due, not to bad decisions per se but to decisions based on incorrect, or insufficient data, or on inappropriate models.
2. Nutrient cycling is the key process influencing soil-nutrient availability and, therefore, forest production.

Comments: From such studies would come better understanding of the effects of different regimes. For example, where soils are coarse and nutrient-poor, the harvesting method can have marked effects on the nutrient pool, depending on whether it is conventional, or whole-tree removal, or clear-cutting; slash removal and disturbance by heavy equipment further affect the subsequent nutrient balance of the site. It was strongly urged that full-tree harvesting be restricted to areas where the soil is moderately deep, and is relatively rich in nutrients. Nitrogen supply is a limiting factor in much of the boreal forest: the nitrogen is often bound in the humus layer and its release is slow.

3. In order to understand better the possible succession of forest types in managed areas, existing information from permanent plots should be more fully analysed with regard to climate, soil, type and extent of disturbance.

Comments: The basic problem is how to modify the normal forest succession in order to get the best harvest. This involves test plots, experiments in spacing and thinning, types of harvesting, etc. All need to be integrated so that simple models can be made to capture the dynamics of the system.

4. So that knowledge of one eco-region can be correctly applied to a similar region elsewhere, an appropriate classification system must be developed.

Comments: A plethora of classification systems already exists. A more coordinated approach is needed, to derive a system applicable for managerial purposes throughout the boreal forest region. This would enable the manager to decide on land-use priorities for each region.

5. Surficial deposits, and the soils derived from them, should be studied geochemically to provide base-line data from which it is possible to determine the effects of pollutants.

Comments: Without such studies it will be impossible to determine the effects of emissions of heavy metals from industrial activities, or of acid rain. Background levels of heavy metals vary widely, especially in the Canadian Shield, so that the effects of added heavy metals can have different results. Acid precipitation can also accelerate the release of heavy metals from soils and rocks, especially significant where the concentrations of them may be of concern even without acid rain. The cumulative effects of acid rain are impossible to determine without adequate base-line data, and since the effects may take many years to manifest themselves, 'accelerated' simulation experiments are also needed so as to predict the long-term changes in the waters and soils of the boreal forest.

SOCIAL ISSUES

It is generally agreed that the effects on society of any managed natural resource are the most difficult to balance in the economic equation. Different groups of people see the same question in wholly different lights. Too often attempts at informed discussion are defeated by vociferous groups whose main aim seems to be to disrupt, and no solution was offered to the problem of how to have informed public participation under such conditions. The use of 'country foods' and the development of other animals for food could probably be substantially extended if prejudices were overcome, both social and legal. Similarly, alternative energy sources, especially the by-products from forestry, could be developed. The communication between the forest developers, whether of forest, animals, or mineral deposits, and the people who live in the region needs to be greatly improved.

Recommendations

1. An assessment is needed on the economic potential of using more food from the boreal forest.

Comments: The existing game laws might be modified to make the harvesting of game animals possible in Canada, as has been successfully undertaken in many countries. Management of game animals could result in greater numbers and better economic potential. It is possible that horses could be produced for meat, especially in the northern parts of the boreal forest, and that coarse fish species might be marketable.

2. More intensive investigations are needed on the uses of bio-energy in small northern communities.

Comments: In addition to studies on the bio-sources themselves, study on transportation and marketing, on the effects on communities, and on the economics of such change are needed. Fast-growing species of trees in higher latitudes would seem to be a worthwhile subject for further study. The utilization of peat merits technological investigation similar to that being done in other countries. The use of peat as a base for microbial protein and for fermentation processes should be intensified.

3. Funds should be allocated by development corporations as part of the project costs for determining base-line data and for following up during and after the project.

Comments: Amongst other things, critical environmental and social factors should be identified and a program for collection of base-line data begun well before the project begins. Since the natural fluctuations of environment and biomass extend over many years, collection of such data should begin as early as possible, but in no case should it be less than 2 years before start-up. Since many forest projects extend over thousands of hectares and periods of 60-80 years, the collection of "undisturbed" data and "modified" data can carry on for many years. For hydroelectric and mining developments the time to collect data from the undisturbed environment or community is more limited, but

nonetheless essential. One of the important aspects is to compare the impacts that are forecast with the effects actually observed during the life of the project.

4. Better methods of involving northerners in planning for projects that affect their way of life and livelihood need to be given much more serious attention by developers.

Comments: Public participation on an informed basis is the goal of all such activities. Involving the people concerned in the planning stages, rather than having them react after the fact is much to be preferred. This includes making southerners aware of northern facts (and vice versa), better planning at the government level where many problems of northerners are concentrated, and informed open discussion (if it is possible).

J.M. Harrison

J.E. Lillycrop

September 23, 1982

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INTERNATIONAL SYMPOSIUM
ON THE
DYNAMICS OF BOREAL FOREST ECOSYSTEMS:
FUTURE RESEARCH AND MANAGEMENT REQUIREMENTS

AUGUST 23 - 26, 1982

LAKEHEAD UNIVERSITY

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5320 - 122 Street, Edmonton, Alberta, Canada T6H 3S5

NATURAL REGENERATION AFTER WILDFIRE IN THE BOREAL FOREST
OF NORTHWESTERN ONTARIO

Permanent regeneration sample plots have been periodically installed and assessed on selected wildfire sites in northwestern Ontario since 1976 by fire research staff of the Canadian Forestry Service. To date, twenty-eight stands in upland jack pine (Pinus banksiana)/black spruce (Picea mariana) and lowland black spruce communities have been sampled on six wildfires that occurred in 1976 (2 fires), 1977, 1979, and 1980 (2 fires). Fire behavior in any one stand has varied from a low-intensity surface fire to an active crown fire. This paper summarizes six years of tree seedling and height data, and the associated structure and composition, site characteristics, fire history, seedbed condition, post-burn organic depth, and post-burn climatic conditions of each stand.

Author (s) Richard J. Barney

Address U.S.D.A., Forest Service, Intermountain Forest and Range
Expt. Station, Northern Forest Fire Laboratory, Drawer G.,
Missoula, Montana 59806, U.S.A.

FIRELINE PRODUCTIVITY IN BOREAL ECOSYSTEMS:
CONCEPTUAL, PRACTICAL, AND POLITICAL LIMITATIONS AND CONSEQUENCES

Fireline production is discussed first in a conceptual context with special reference to boreal ecosystems. The conceptual model provides a common basis to join and apply other physical and biological models to the building of fireline and related decision processes. Selected available boreal fireline production information is discussed in terms of the model. Current and future management problems related to political limitations and consequences are covered. This paper attempts to pull together the diverse information and philosophies regarding fireline production to provide a more responsive and problem-oriented data base, procedure, and synthesis of information. The author illustrates how fireline production information, including rate, consequence, and economic relationship, are key items in the planning, allocation, and management processes in the boreal ecosystems.

Author(s) R.A. Battson and K.B. Cawker

Address Department of Geography, University of Western Ontario,
London, Ont. N6A 5C2

THE METHODOLOGY INVOLVED IN THE DETERMINATION OF LONG TERM FIRE
HISTORIES: AN EXAMINATION OF CHARCOAL AND POLLEN FROM MASHAGAMA LAKE,
ONTARIO

This study involved an evaluation of the various measures of fire occurrence as recorded in lake sediments. A short core (90 cm.) was extracted from Mashagama Lake, northern Ontario. The basin was burned in 1948 and 1967. Charcoal percent and charcoal concentration (based on the total number of fragments) and charcoal area (modified from Waddington, 1969) were evaluated based on evidence supplied by loss on ignition, Pediastrum and the pollen spectra, which all exhibited clear responses to the recent fires in the watershed. In addition, comparisons of charcoal size class data between samples representing deposition from a burned environment versus samples derived from an unburned environment were made with the hope that some understanding of the mode of deposition could be attained.

Charcoal percent best represented the burned zone while charcoal concentration and charcoal area were found not to represent the two zones as expected. Charcoal percent was also significantly correlated with loss on ignition ($r = -.680$) and the sprouter-conifer ratio ($r = .734$), while charcoal concentration and charcoal area were not.

Examination of the size class data clearly indicated that the burned zone was dominated by smaller fragments (100-199 sq. μ) with fewer large fragments (2000 + sq. μ). Unburned zones had significantly fewer small fragments and proportionately more larger fragments. This indicated that the background charcoal must have been waterborne and that the increase of charcoal in the burned zone was due to increased airborne deposition. This has serious implications for the use of charcoal area as an indicator of fire in lake sediments. The large fragments contribute a great deal toward the total charcoal area of the sample. This problem is compounded since non-burned samples produce a greater proportion of large fragments. There is a need to repeat this study in other environments to substantiate the trend which is clearly evident in this research.

Author (s) Benson, H.E.A., T.T. Lei, J. Svoboda and H.W. Taylor*

Address Department of Botany and Department of Physics*,
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Fallout and Natural Radioactivity in Canadian Northern Environment

Almost twenty years after the moratorium on atmospheric nuclear weapons testing (1963) a persistent radioactive burden of cesium-137 and other fission products can be detected on vegetation, in peat and soils in the boreal and arctic zone in Canada. This paper will review the present status of our knowledge of this burden based on the literature, a study of Cs-137 conducted by the authors along the latitudinal gradient from Riding Mountain National Park (50°N) to Alert, Ellesmere Is. (82°N), and on their recent survey of natural radiation due to uranium mineralization outcroppings in Keewatin District, N.W.T.

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EFFECT OF THE CHURCHILL RIVER DIVERSION ON WATERFOWL USE OF THE LOWER CHURCHILL RIVER, MANITOBA

Abstract

The effect of reduced flows resulting from Manitoba Hydro's Churchill River diversion project on waterfowl use of the lower Churchill River was investigated in 1978 and 1979. Changes in river morphology were documented with aerial photography in 1978 and 1981. Densities of waterfowl using areas on and away from the river in 1978 and 1979 are compared to pre-diversion waterfowl densities in the study area and to regional population trends. Altered flow regimes appear to have indirectly resulted in reduced use of the Churchill River by breeding ducks and geese. Low nesting effort by Canada geese was apparent on the river in 1979. It is suggested that this may be attributed to reduction in availability of attractive goose breeding habitat. Studies conducted in 1982 to determine trends in the Churchill River goose population and important habitat distribution are described.

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DYNAMICS OF THE BIRCH TRANSITION COMMUNITY IN THE INDUSTRIALLY DISTURBED ECOSYSTEM, SUDBURY, ONTARIO

It has been suggested by Amiro and Courtin (1981) that the Birch Transition community is in a state of arrested development. Annual growth is offset by periodic crown die-back, and high soil surface temperatures in summer and frost heaving in early and late winter practically eliminate the establishment of seedlings.

Crown die-back cannot be attributed to a single factor but microenvironment, drought, and nutrient disorders resulting from acid, metal-contaminated soils all may be involved. Discoloured leaves that become evident in mid June have elevated toxic metal levels but no higher than those of adjacent green leaves. Leaf wilt and very low stomatal conductances that indicate stomatal closure have been observed on some shoots but not others on the same tree. Shoot water potentials less than -16 bar, measured in late July are attributed to physiological rather than physical drought since soil water potentials were never less than -5 bar.

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LES MÉTAUX LOURDS DANS LES PRÉCIPITATIONS À OPINACA, BAIE JAMES
HEAVY METALS IN PRECIPITATIONS FROM OPINACA, JAMES BAY

Une étude réalisée au cours de l'été 1979 sur la qualité chimique de 31 épisodes pluviaux à Opinaca nous révèlent les concentrations suivantes (ug/l): plomb (7-450); cadmium (0,5-1,67); zinc (37-991); mercure (2-23); cuivre (8-165); nickel (0,1-40); aluminium (17-102); fer (21-77). Selon les événements pluviaux, il ne fait aucun doute que d'importantes quantités de métaux lourds sont déposées sur les écosystèmes terrestres et aquatiques de la région de la Baie James augmentant ainsi les concentrations au-delà du bruit de fond naturel de ces métaux. Les effets écologiques, connus et inconnus qui s'en suivent, en sont d'autant plus importants. Les concentrations rapportées s'accompagnent toujours par des pH acides variant de 3,2 à 5,2 (moyenne de 4,7), ce qui favorise la lixiviation et l'ionisation de plusieurs métaux.

Dans un second volet, j'aimerais aussi porter à votre attention une expérience in situ que nous effectuons sur les effets de l'acidification sur le phytoplancton et le zooplancton du lac Kempt, Québec. Les résultats de cette expérience, menée sur huit enclos cylindriques en polyvinyle (2m x 2m) et d'un volume de 6 000 l ouvert à l'atmosphère et aux sédiments et acidifiés à différents pH, seront connus d'ici la fin de l'été 1982.

The following range of concentrations (ug/l) were found from a study of 31 rain events from Opinaca area, James Bay, during summer 1979: lead (7-450); cadmium (0,5-1,67); zinc (37-991); mercury (2-23); copper (9-165); nickel (0,1-40); aluminium (17-102); iron (21-77). Depending on rain events, it is obvious that important quantities of heavy metals are deposited on the terrestrial and aquatic ecosystems of James Bay. This phenomenon together with the rain pH which varied from 3,2 to 5,2 (average of 4,7) increased the concentrations above the natural background noise of these metals as well as the known and unknown related ecological effects. This acid rain promotes leaching and dissolution of many metals.

As a second topic I would like to draw to your attention an in situ bio-assay conducted on the effects of acidification on phyto and zooplankton at Kempt Lake, Quebec. This experiment was conducted in eight polyvinyl cylindrical enclosures (2m x 2m; 6 000 l), set at different pH and open to atmosphere and sediments. Results are still under study and will be known by September 1982.

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FOREST MANAGEMENT IN THE TAIGA OF ALASKA -
ISSUES FOR INTEGRATED RESEARCH

High-latitude forests and associated renewable resources are being subjected to increasing pressures for extraction, "development" and overt management in Alaska and Canada. We outline several integrated research programs underway in the discontinuous-permafrost taiga of central Alaska.

- 1) Willow Island studies - The river bottom-land forests of central Alaska are highly productive of wood fiber, and comprise an important wildlife habitat and aesthetic (tourism) resource. The research plan focusses on the consequences of cutting and site preparation approaches for regeneration rates, site productivity, and floodplain succession processes and strategies.
- 2) Headwaters catchment management - The role of taiga uplands in providing freshwater resources, aquatic habitat and forest products is under study in a 104-km² research watershed. The scope provides for analysis of the influences of selected resource management practices (timber harvest, prescribed fire, accelerated biomass production) on the catchment/stream system.
- 3) Wildfire - A study of the way upland forests respond to fire was begun at the Washington Creek Fire Study Area in 1978.
- 4) Foraging ecology of moose in Denali National Park - Relationships between forage quality and population dynamics of moose in a subarctic ecosystem is the main focus of this study.
- 5) Management of white spruce stands to prevent losses of fibre production caused by bark beetles. The development of silvicultural treatments that promote vigorous tree growth on selected sites is the ultimate objective of this work.

These examples of current Forest Service integrated research are indicative of the breadth of questions and problems confronting resource managers in the north. Environmental issues which must be faced in the taiga are not susceptible to simplistic, single-discipline attack; developing the understanding which is requisite to rational planning, management and development demands continuance and intensification of multi-discipline, integrated long-term research in northern ecosystems.

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Genetic Resources of the North American Boreal Forest

The North American boreal forest contains a relatively small number of dominant, widely distributed species each of which is adapted to a broad range of environmental conditions. These species' abilities for rapid migration account for their survival during periods of warming and cooling during the glacial cycles of the past 2 million years. Their genetic systems, which include wind pollination and mechanisms promoting outcrossing, have resulted in maintenance of high levels of genetic variability. This variability is expressed both within and between populations. Much of the variation between populations is expressed along environmental gradients as clinal or ecotypic differentiation, while some appears to be presently non-adaptive, perhaps reflecting adaptations acquired in glacial or preglacial times. Although little is yet known of variation in boreal shrubs and herbs, their patterns of variation appear less generalized than those of trees due to greater diversity in their genetic systems.

High levels of genetic variability in boreal tree species have significant implications for the management of boreal forest lands. Current efforts in regeneration have recognized the need to generally match seed source with planting area, and efforts are underway to genetically improve growth potential and other economically important characteristics by selection and breeding. However, a thorough assessment of the genetic resource has not usually been made in conjunction with management and breeding, though these activities may be presently altering the nature of the resource. To ensure conservation of the genetic resources of the boreal forest, tree improvement programs require broadening to better delineate patterns of natural variation and to better describe genetic systems. Management-impacted species such as aspen and balsam fir, which are presently receiving minimal research attention because of their current low economic value, are of special concern.

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EVALUATING THE ENVIRONMENTAL IMPACT OF HYDROELECTRIC
DEVELOPMENT IN NORTHERN ONTARIO

Major energy resource developments may be expected to occur in northern Ontario over the next decades. McMaster University is establishing a multidisciplinary Research Program for Technology Assessment in Subarctic Ontario (TASO) to undertake long-term research in anticipation of the social, economic and environmental impact of these developments. This paper constitutes a preliminary report on economic investigations related to the present plans of Ontario Hydro to develop 16 sites at the Mattagami, Moose and Little Jackfish rivers. In it we briefly describe the nature of the TASO research program, the proposed developments and their probable environmental consequences. We then discuss the application of conventional project evaluation techniques to the valuation of these consequences and provide preliminary estimates of the order of magnitude of environmental costs and their distribution among native northern residents, non-native northern residents and others.

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The Bioclimatical Regions: A necessary framework for the
study (comprehension) of the dynamics of boreal forest ecosystems

According to the present and expected exploitation of the northern Canadian territories, the comprehensive and global studies of their ecology is far from being sufficient, in quantity at least. This is also true for Québec. However, during the last decade, some efforts have been made to set up reconnaissance land inventories of the boreal and sub-arctic zones of Québec.

The highest level of perception used in Québec studies is the land regions, defined as large territories under the influence of an homogeneous macro-climate as expressed by vegetation and soils in their different characteristics.

This paper intends to present the methodological approach to land region classification, the results of the studies over 600 000 km² of the Québec territory and some interpretations of these regions in the field of forest composition and productivity.

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COMMUNITY PLANNING WITH THE NORTHERN RESIDENT

The majority of communities located in the boreal forest region are associated with resource extraction. Such northern resource communities differ demographically and socially from communities in the south, and the needs of residents vary accordingly. High rates of labor turnover characterise many of the communities creating serious economic and social problems. One partial solution to this problem is to design communities which produce higher levels of residential satisfaction. To achieve this goal the attitudes and preferences of residents must be incorporated into the planning process. A case study of two northern Manitoba communities, Thompson and Leaf Rapids, is presented to illustrate the methodological procedures for eliciting residents' attitudes. Results of the study are examined and the design implications are discussed.

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NUTRIENT CYCLING DYNAMICS IN DIFFERING SPRUCE AND MIXEDWOOD ECOSYSTEMS
IN ONTARIO AND THE EFFECTS OF NUTRIENT REMOVALS THROUGH HARVESTING

Spruce forests are among the most important ecologically, geographically and economically in the whole North American boreal forest. Nutrient cycling dynamics and productivity of fully-stocked black spruce on two principal landtypes, peat and moist outwash sand, are elucidated and compared with those of two boreal mixedwood ecosystems consisting of white spruce, balsam fir, white birch and trembling aspen of moderate and high productivity. Comparisons are also indicated with those of north temperate red spruce ecosystems.

Mass budgets are described in which it is shown that overstory biomass/belowground reserve ratios are less than 10 for black spruce growing on outwash sand, while those for boreal mixedwoods are invariably over 20. Ratios for black spruce growing on peat are usually <1 . Nutrient budgets are also described. From these budgets the immediate effects of full-tree harvesting on the nutrient pools of these sites are shown.

While simple budgets do not predict replacement times, data from nutrient cycles will. Nutrient residence and replacement times are shown for these ecosystems. Differences in residence times for nitrogen in red and black spruce ecosystems demonstrate the importance of fire in accelerating rates in the latter. Replacement times provide estimates of the real tolerances of these ecosystems to perturbations such as harvesting. It is shown that boreal upland mixedwood sites have much greater resilience than that of black spruce stands on outwash or peat. How and what we harvest will have substantial effects on subsequent rotation ages.

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SEASONAL PATTERNS OF NITROGEN MINERALIZATION FOLLOWING HARVESTING
IN THE WHITE SPRUCE (PICEA GLAUCA (MOENCH.) VOSS) FORESTS OF
INTERIOR ALASKA

The effects of commercial timber harvesting upon nitrogen transformations were evaluated for organic and mineral soils of mature white spruce (Picea glauca (Moench.) Voss) forests in interior Alaska. Analyses of organic soils incubated in situ in mature forest and two recently harvested areas of different ages, indicated an ammonium-dominated soil system for the unharvested area. Maximum $\text{NH}_4\text{-N}$ mineralization rates ($300 \mu\text{g N}/100 \text{ g dry soil/day}$) were found in mid-summer and generally declined with the onset of fall. In the harvested areas, rates of $\text{NH}_4\text{-N}$ release were almost invariably lower in the uncut areas. Shortly after harvesting, $\text{NO}_3\text{-N}$ levels were extremely high. Thereafter, they declined to levels slightly higher than in the mature forest. Nitrification was strongly enhanced by harvesting, and regular patterns within season were evident. For the youngest clearcut, the combined processes of ammonification and nitrification only occasionally supplied more nitrogen to the site on a daily basis than was supplied to the mature forest. Conversely, for the oldest clearcut, the supply from the combined mechanisms was variable and depended upon time since clearcutting.

GROUND FLORA DYNAMICS AND COMMUNITY STRUCTURE IN PLANTATIONS
OF BLACK SPRUCE (PICEA MARIANA (Mill.) B.S.P.) AND JACK PINE
(PINUS BANKSIANA LAMB.) PLANTATIONS NEAR LAKE NIPIGON, ONTARIO

The distribution and pattern of ground flora was investigated in young planted or seeded stands of black spruce (Picea mariana (Mill.) B.S.P.) and jack pine (Pinus banksiana Lamb.) near Lake Nipigon, Ontario. Stand age varied from 10 to 50 years. Cover-abundance and sociability indices were established for 119 species of vascular flora, lichens, mosses, shrubs and tree seedlings on 205 random plots. Species-area relationships indicated a richer floristic composition under black spruce, indicating a more impoverished site regime for jack pine. The data were further subjected to cluster analysis and 4 types of ordination: principal components, polar, weighted averages, and reciprocal averaging. Principal components gave the best results. When uncommon plants were eliminated from the data, 60-65% of the variation in ground flora could be explained by 3 factors. These are hypothesized to be light (canopy density), moisture (soil texture) and fertility (site quality).

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Areal Variations in Species and Timber Assortment
Composition of the Finnish Forests

There are only three main tree species in the Finnish forests, pine, spruce, and birch. As a result of the great extent of the country from south to north, from 60° to 70° N latitude, considerable areal differences are found between different parts of Finland in volume of growing stock, species and timber assortment composition, increment per unit area etc. An east-west axis of variation is also noted, in that the forests of the western part of the country are in a less advantageous position in respect of certain growing stock properties than those of Central and Eastern Finland. This is chiefly due to the predominantly flat terrain and the resulting high incidence of paludification, and also in part to historical factors connected with forest utilization and its consequences. Areal typologies are made based on the results of the 6th National Forest Inventory and the structures of the "taxable cubic metre" by communes.

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Fire History and Ecology of Forest Ecosystems in Kluane
National Park - Fire Management Implications

An investigation was undertaken in Kluane National Park (KNP), Yukon to aid in the development of a fire management plan for the Park. A study of the fire history and ecology of forest ecosystems (classified by Rowe (1972) as the Kluane Section (B.26d) of the Boreal Region) in KNP was undertaken to determine the ecological role of fire in vegetation renewal and succession.

Results of the study indicated that lightning is very infrequent as an ignition source in KNP. Man-caused fires were important in vegetation renewal, especially since the late 1800's as indicated by difference in fire frequency between remote and heavy human-use study areas within the Park. The vegetation mosaic now evident on the landscape which supports a wide variety of wildlife is partially dependent on man-caused fires (early Europeans and native Indians). In addition to fire, glacial movement exposing new material and also causing lake formation and drainage have resulted in vegetation renewal and initiated succession.

The fire management strategies developed by Parks Canada for KNP should consider these vegetation cycling mechanisms. Decisions will be made as to what vegetation mosaic will be perpetuated considered by Parks Canada as "the natural resources within the Park (Parks Canada Policy (1979))". If only lightning fires are considered for re-cycling vegetation, the average age of forest stands will increase, species changes will take place (i.e. trembling aspen to white spruce), and vegetation mosaics will change resulting in less landscape vegetation diversity.

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EFFECTS OF THE MINING AND SMELTING INDUSTRY ON BOREAL
FOREST SYSTEMS: PAST, PRESENT AND FUTURE

The mining and smelting industry in Canada has had a significant effect on boreal forest systems. In the early 20th century impacts were acute resulting from ground level emissions of SO_2 , which brought about widespread vegetation damage, and initiated the exclusion of sensitive species and eventually soil erosion. The most familiar example of this type of damage is Sudbury, Ontario. The elimination of ground level roasting of ore brought about some improvements in the local situation but impacts due to the emissions from low stacks still occurred. Since the 1960's many smelters have been improved, taller stacks have been built and emissions have been reduced. These changes have resulted in local improvements in several centres and can be attributed to reductions in ground level concentrations of SO_2 . New smelters using taller stacks have not shown the same severity of local effects seen adjacent to older smelters, but effects on sensitive species are still present. The changes in SO_2 concentrations at ground level have led to decreased emphasis on the SO_2 effect and an increased awareness of the effects of metal particulates and acid deposition. The past, present and future impacts of smelter emissions from several sources will be discussed in light of their deposition pattern, accumulation and long term effects.

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A SOCIOLOGICAL EXAMINATION OF ENVIRONMENTAL HEALTH CONCERNS IN SELECTED
REMOTE NORTHERN MANITOBA COMMUNITIES

The identification and recognition of unsafe drinking water supplies in remote northern Manitoba communities has been acknowledged for a period of time in excess of twenty years. One of the significant features of the environmental health concerns, which arise from contaminated community water supplies, has been the persistence of this problem to defy remedy. Five communities are included in this study. They are, Norway House, Nelson House, Cross Lake, York Landing and Split Lake.

Incidents of water-borne illnesses in remote northern Manitoba communities have been recognized as being significantly higher than the overall provincial rates. Dependence on surface water, the only available water source, has left communities vulnerable to disruptions in the quality of surface water. Frequent waste water treatment plant breakdowns, spillage of petroleum products and either inadequate or non-existent solid waste management practices were found to be contributing factors to the contamination of lakes and rivers.

Under the present circumstances, there are no available means for co-operative planning among the various government agencies, who have an interest in environmental health conditions. Government agencies often complicate the water problem by attempting solutions to the environmental health/water quality dilemma in isolation of the total available expertise and resources, e.g. community planning in isolation of effective input of either health or environmental specialists.

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CHANGES IN TREE SPECIES COMPOSITION
IN NATURALLY REGENERATING BOREAL FOREST CUTOVERS

A long-term study of regeneration in alternate strip clearcuts in shallow-soil upland black spruce near Nipigon, Ontario, has revealed shifts in tree species composition. The original forest, dominated by black spruce and having only minor tree size components of jack pine, balsam fir, trembling aspen and white birch, has changed to a black spruce-white birch-trembling aspen mix in the regenerating strips. Several factors influenced variations in the exact proportions and quantities of the hardwood and conifer species--scarification versus non-scarification, topographic position (related primarily to moisture regime), leave time of the residual strips, and proximity of mother trees in the original forest (as a source of seed and/or root suckering). A number of other studies, or unpublished data sets, indicate that species compositional changes are common place in boreal cutovers. The implications of these findings to refining the strip cutting system, and to the impacts of other harvesting systems on the composition of future forests, is discussed.

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A CLASSIFICATION AND ORDINATION OF FOREST ECOSYSTEMS
IN THE NORTHERN CLAY SECTION OF ONTARIO:
A FRAMEWORK FOR FOREST MANAGEMENT

A classification integrating twenty-three vegetation types and fourteen soil types was developed using data collected from two hundred and fifty forest stands throughout the Northern Clay Section of Northeastern Ontario. Stands were first classified using TWINSpan, a polythetic divisive classification technique, according to their vegetational attributes (species, % cover), and then according to various field recognizable soil attributes. Ordination using DECORANA, a detrended correspondence analyses technique, revealed vegetation types trending along complex environmental gradients related to moisture and nutrients. Soil types were related primarily to texture and moisture. A synthesis of vegetation and soil types resulted in the discrimination of fourteen "operational groups". These groups provide a satisfactory framework for future forest management activities as well as further research in the region.

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NATIVE CANADIAN INTERPRETERS MULTIPLE ROLE FUNCTIONS IN
HEALTH CARE DELIVERY

Inuit, Dene, Cree, and Saulteaux interpreters in the Health Sciences Centre and St. Boniface Hospital (Winnipeg, Manitoba) are vital links in the delivery of health care to Native patients. Not only do they "translate" for patients and health personnel, but they also act as culture-brokers, patient advocates, and health educators. This paper discusses the roles of interpreters and the problems they encounter.

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Parks Canada in the Boreal Forest Ecosystem

Parks Canada manages ten National Parks within Canada's Boreal Forest Ecosystem and is striving to expand this representation. The Parks, separated by considerable geographic distances, contain and protect a wide cross section of the Boreal Forest ecotypes. The management objectives within these reserves or "genetic libraries" differ but are nevertheless similar in that they are governed by a common Act, Policy, Management Guidelines, and finally, Resource Management Process.

Within the areas now being managed, actions being taken regarding the reintroduction of fire, exotic species management, data gathering and analysis and other specific issues are discussed in the paper. The opportunities for the science community and the potential contributions to the understanding of the Boreal Forest Ecosystem that these issues provide are also detailed.

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FIRE IMPACT MANAGEMENT IN THE BOREAL FOREST REGION
OF CANADA

Increasing awareness that fire is a natural component of boreal forest ecosystems is fostering growing opposition to traditional fire exclusion policies. Fire managers can, at considerable cost, mobilize large amounts of resources in efforts to exclude fire. Since many people live and work in the boreal forest region of Canada, potential and actual threats to their social and economic well-being are resulting in increasing pressure to do so. The author advocates a policy of fire impact management whereby decisions concerning the suppression of wildfires and the use of prescribed fire are based on sound social, economic, and ecological principles, and discusses some of the practical problems associated with such a policy.

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Production of Edible Mushroom Mycelium in
Peat Hydrolysates

Submerged culture production of edible fungi mycelium has potential as a food or feed supplement. Several substrates have been utilized in the growth of different mushroom species and studies have been conducted in assessing their nutritional properties.

This paper deals with the submerged growth of edible mushroom mycelium utilizing peat hydrolysates as substrates. Sphagnum peat acid extracts have been obtained and successfully utilized in fermentation processes for producing fungi mycelium. The effects of several operating variables on the process and biomass yields and concentrations obtained are presented.

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IMPACT OF ELEMENTAL SULPHUR DUST DEPOSITION ON SOILS
AND VEGETATION OF LODGEPOLE PINE STANDS IN WEST-
CENTRAL ALBERTA

A set of 26 sites were established in the vicinity of two sour gas processing plants in west-central Alberta to determine the present condition of Pinus contorta - Picea glauca stands and their soils. Sites close to sulphur dust sources at the gas plants demonstrated significantly reduced soil pH and associated chemical changes as well as distinct reduction in the cover of understory plant species. The large number of sulphur blocks in Alberta and elsewhere and the magnitude of ecological response makes this an important future research area.

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ECOLOGICAL EFFECTS OF HYDROELECTRIC DEVELOPMENT IN NORTHERN MANITOBA,
CANADA: THE CHURCHILL-NELSON RIVER DIVERSION

The Churchill-Nelson hydroelectric development is a major energy-producing scheme with a total generating potential of 8400 MW. The majority of the flow of the Churchill River was diverted south into the Nelson River basin for power production on the lower Nelson. The flooding of Southern Indian Lake, on the Churchill River at the point of diversion, resulted in severe physical disruption due to extensive shoreline erosion of fine-grained glacial clays. Light penetration was greatly decreased in the main basins of the lake because of eroded clay in suspension. Minor changes occurred in primary production and in the species composition and standing crops of macrobenthic invertebrates and crustacean zooplankton. These changes were attributed to increased concentrations of suspended sediments, increased outputs of organic material and nutrients from flooded vegetation and soils, and changes in flushing rate and temperature resulting from Churchill River diversion. Major declines in the catch per unit effort of whitefish in the Southern Indian Lake commercial fishery occurred and the quality of the catch declined significantly. Mercury levels in fish increased in all lakes flooded by the Churchill River diversion, apparently due to the mobilization of naturally occurring mercury from flooded soils. Effects of manipulations in other parts of the system included drastic reductions in discharge of the lower Churchill River and area of lower Churchill River lakes; extensive flooding of the Rat River valley, with severe oxygen depletion in the new reservoir; and reduced year class strengths of coregonid fishes due to winter-spring drawdown in Cross Lake.

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The Subarctic Woodlands of Northern Quebec

A review is presented of research carried out at the McGill Subarctic Research Station (Schefferville) on the subarctic spruce-lichen woodland ecosystem, which is dominant on freely drained sites at the northern edge of the boreal forest. Topics covered include: eco-physiology, biomass and productivity, nutrient cycling, spruce-lichen interactions, the impact of fire and the impact of acidic precipitation. Suggestions are made as to further topics of research within this ecosystem.

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ABUNDANCE AND DIVERSITY OF SMALL MAMMALS IN MIXED AND PURE JACK PINE FORESTS

Intensive forest management in north-central Ontario will lead to greater use of planted monocultures. Mono-specific stands of jack pine are generally considered to be sterile wildlife habitats. To test the validity of this idea we compared the abundance and diversity of small mammals in mixed and pure jack pine forests near Gogama, Ontario. Small mammals were sampled in summer 1982 using a combination of snap traps and pitfall traps. The study areas included a recent burn, recent clearcut, young (10-25 years), medium (30-45 yrs.), and old (55-70 yrs.) forests. We describe variation in diversity and abundance within and between forest types and relate these observations to physiognomic attributes of the forest communities.

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CLIMATIC CHANGE AND THE BOREAL FOREST: A PERSPECTIVE FOR MANAGEMENT

The future status of the Canadian boreal forest may be substantially affected by the expected atmospheric warming due to carbon dioxide increases, with effects on tree regeneration, management policy, and economics. Currently, the "noise" in the atmospheric system is thought to be obscuring the climatic "signal" of increasing warmth, which is expected to become detectable during this decade, and to increase mean summer temperatures in sub-arctic and arctic areas by 4 - 5°C.

Because there are uncertainties in estimating the biome response to this potential warming, we may use paleo-ecological studies of former natural climatic warmings to help estimate the forest's response to the expected anthropogenic warming. The causes of the past and future warmings may not be the same, but the similarity of temperature anomalies for the mid-Holocene and for the expected warming makes the past a useful analog. Hypsithermal movements of forest into tundra regions of Keewatin and Mackenzie Territories resulted from mean summer temperature increases of 3 - 5°C. I suggest that the potential CO₂ warming of the next few centuries might achieve similar forest invasions of the arctic tundra, resulting in conversion of up to 500,000 sq. km of Canadian tundra to woodland, as was the case in the hypsithermal episode. The speed of this afforestation is likely to be quite rapid, and can be estimated from paleo-ecological studies.

The ecological history of the southern limit of the boreal forest is less well known than is the forest-tundra ecotone, but studies by Ritchie and myself show northward displacement of the prairie-woodland boundary during the mid-Holocene warm interval. This displacement was similar in direction and timing to the shifts of the forest-tundra ecotone, suggesting that an analogous CO₂ warming would result in the northward displacement of the entire boreal forest biome. Potential cereal-growing climates would penetrate the southern fringes of the boreal forest, as they did in hypsithermal times.

ENERGY PRODUCTION IN THE BOREAL FOREST ZONE

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The boreal forest zone effectively extends from Inuvik (NWT), to St. John's (Nfld) in a broad arc sometimes as much as 800 km in depth; it is of interest to energy planners and producers because it has the potential to supply energy in its many forms to the consumers both within Canada as well as in export markets. The major energy consumers in the zone are the energy industries themselves and the minerals extraction and refining industries. As a consequence the region has one of the highest energy consumption/capita indices in the world; however, there are also many 'remote' communities of native peoples who have extremely low per capita commercial energy consumption mainly as a consequence of the high cost of electrical energy supplies.

The 1980's ushered in a period of considerable uncertainty with respect to the Giga-Dollar energy projects in the zone. Not only projects based on fossil fuels such as gas, oil, oil sands and uranium, but also those based on renewable hydro electricity production, have been cancelled or deferred in the light of current economic conditions.

The energy production potential of the oil sands was projected at 150,000 cubic metres/day of syncrude by the year 2000. This corresponds to almost 50% of the anticipated domestic crude requirement in that year. The role of the zone in making up the shortfall in traditional crude production is clear: the reason for the deferment of projects was primarily the high investment costs required; approximately half a million dollars is required for a production rate of a cubic metre per day. Similar large investments in the tens of billions are required for gas and oil pipelines and hydro-electric developments. Energy projects will be a major stimulus to the development of the boreal forest zone with oil, oil sands and gas predominating west of Hudsons Bay and hydro-electric projects mainly in Quebec and Labrador.

The prospect of renewable resources such as small scale Hydro, Wind, Solar and Bioenergy substituting for oil based electricity generation in remote communities is now very good as a result of the research, development and demonstration activities occasioned by the first world oil shock of 1973. With further development the renewable resources of the Boreal Forest zone could be used in an integrated development of a sustainable supply of energy and materials.

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HORSE PRODUCTION FOR NORTHERN AREAS

It is estimated that there are approximately 700 thousand horses in Canada. Almost without exception they will all be exported as human food. Canada exported 16 million Kg of horse meat in 1980 which grossed about 25 million dollars. This represented about 70,000 horses slaughtered, as was 5 times the amount reported for 1967.

The horse can utilize lower quality forage than the ruminant animal and so is able to survive and thrive in our northern areas where beef cattle would perish. The use of land in northern Canada for ranching beef cattle is limited by the length of the grazing season. In most areas it is necessary to provide up to 2-3 tons of hay per cow to bring it safely through the winter. Horses can paw through up to 50 cm of snow for their sustenance. They are therefore able to utilize much of the aftermath from seed fields as well as some of the sedge-grass mixtures from wet and inaccessible areas. A horse operation in northern B.C. running 450 head has shown that horses wintered easily even in the high snow of this past year. In most years only mares in foal and weanlings require supplemental feed for about 60 days from February on. Horses have a great flexibility in marketing, do not need grain for finishing but do need maturity and fat cover.

One of the greatest advantages of a large scale horse production operation is that it is energy efficient as well as labor efficient compared to cattle production. To date we do not have any research underway as to breeding or feeding of horses for the meat trade.

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PROBLEMS OF MULTIPLE USE FORESTRY IN THE NORTHERN BOREAL ZONE OF FINLAND

Due to geographical, social and institutional factors, many uses of forest land are found in Finnish Lapland. The major land use is timber growing and harvesting, but reindeer grazing is a traditional land use which still gives employment and income to rural peoples. Three-quarters of the total number of reindeer graze in the coniferous zone and conflicts between timber production and grazing are one of the most discussed topics. Hunting and fishing were occupations but now they are carried out for secondary income or as recreational activities. Collecting of forest and peatland berries and edible fungi is for family use although income is sometimes realized. Collection of cloud berries in some cases has suffered because of peatland drainage for timber production. Protection of forests is especially important near timber line areas. The Protection Forest Zone, including polar and alpine timber line areas, was established in 1939. The scale of cutting, as well as cutting methods, in this zone are questions which have long been discussed. During the 1930's, but more importantly during the 1970's, many new National Parks, Strict Nature Reserves and Wilderness Areas were established. The relative merit of increased employment and decreased wood supply are still debated. Tourism in these areas is regarded as one of the many and expanding industries in Finnish Lapland. Conflicts with timber supply is mainly local.

In general, there are many conflicting aims, even with nature conservation and outdoor recreation, and these provide a challenging field for forest managers.

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ECOLOGICAL LAND CLASSIFICATION AND EVALUATION IN SOUTHERN YUKON:
AN AID IN IDENTIFYING RESEARCH AND MANAGEMENT REQUIREMENTS

A variety of ecosystems are described in the discontinuous permafrost zone of southern Yukon. Functional relationships between landforms, soils, vegetation, water bodies and faunal communities are stressed within the complex energy regimes resulting from the modification and redistribution of climate in mountainous landscapes. Sequential development of ecosystems under natural conditions and following disturbance are described and the management and research implications of manipulating ecosystems in northern environments discussed.

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ENERGY FROM FOREST BIOMASS FOR REMOTE COMMUNITIES

The potential for forest biomass as a feedstock for energy, in whatever form, has been discussed at length in relation to existing forest industries in Canada. To move beyond this physically, to the North, outside of the economic transport range of the forest industries, to northern communities beyond the electric grid, to small settlements with high cost energy but relatively low demand requires rethinking of the problems involved.

Wood has been a source of energy to mankind since pre-recorded history. It offers Canadians in the North a means to free themselves from the increasing costs of fossil fuels at the expense of some lack of convenience, but with a resulting increase in local employment and the retaining of energy costs within the community. New technologies in the harvesting transformation and final conversion of biomass make it increasingly attractive both physically and economically to remote communities.

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THE USE OF DOMESTIC PEAT AND WOOD RESOURCES IN ENERGY PRODUCTION IN
NORTHERN FINLAND AND ITS INFLUENCE ON REGIONAL DEVELOPMENT

Since World War II until the middle of the 1970's, the heating energy produced by wood was replaced by imported fossil energy forms even in the rural areas of Northern Finland. The highest point of this trend was reached in the middle 1970's when international energy crises were turning development toward domestic and local energy resources. Now much energy for heating and electricity is produced by peat and wood chips power stations, as well in cities as centres of rural communes in Northern Finland.

The energy problems have rapidly created a need to study regional peat and wood resources, their availability, transportation systems, and regional impact on human activity and conservation. This paper is a short survey of a recent study in this field in the Department of Geography, University of Oulu, Finland. The research material is based on map 1:20000 analysis, statistics received by a detailed questionnaire sent to all communes and main energy production and consumption units in the research area in 1981.

The total amount of peat in Northern Finland is some 5 billion m³, of which only approximately 3% is now utilized or planned to use. The annual harvest of energy wood could be as much as one million m³ in the same area. Though the use is now starting, the total value of domestic energy production was equivalent to some 200,000 tons crude oil. The production employed some 1600 man labour years, and the value of the total salary for the local labour force was US \$16 million in 1981.

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IMMEDIATE EFFECTS OF A FOREST WILDFIRE ON SOME INVERTEBRATES, SMALL MAMMALS AND BIRDS IN NORTHERN ONTARIO.

Animals were trapped or observed in burned and adjacent unburned forest during the first six weeks following a 900 acre wildfire in May. Comparison of burned and unburned areas distinguished between taxa whose abundance in response to the fire increased, decreased or did not change. Among nine invertebrate taxa sampled Gastropoda, Hemiptera and Lepidoptera decreased, while Diplopoda, Araneae, Orthoptera, Coleoptera, Diptera and Formicidae did not change. Responses of the 25 taxa within Coleoptera varied. Most marked responses were: Cicindela longilabris and Hylobius spp (increased); Calathus spp, Aponum retractum and Staphylinidae (decreased); and Pterostichus spp (did not change). Of the 10 mammal species sampled the least chipmunk Eutamias minimus increased; the masked shrew Sorex cinereus, eastern chipmunk Tamias striatus, redback vole Clethrionomys gapperi and snowshoe hare Lepus americanus decreased; while five species, most notably the deer mouse Peromyscus maniculatus, did not change. Of the 43 observed bird species 13, in particular the common nighthawk, yellow-shafted flicker, American robin and eastern bluebird, increased; nine species, in particular the ovenbird, common yellowthroat, various warblers and the ruffed grouse, decreased; while 21 species, in particular the white-throated sparrow, did not change. In general the results illustrate the influence of mobility and habitat requirements on response to abrupt environmental change, and suggest the boreal animal community, as sampled, possesses considerable stability.

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FOREST FIRE WEATHER AND WILDFIRE BEHAVIOUR IN THE BOREAL FOREST OF NORTHWESTERN ONTARIO

A combination of extreme forest fire weather and receptive forest fuel complexes has produced a number of severe wildlife problems in the boreal forest region of northwestern Ontario in recent years. This paper summarizes, in general, fire weather conditions and fire incidence in this region during the 1971-1980 period with particular emphasis on the 1980 fire season. Two significant 1980 wildfires, Kenora #23 and Thunder Bay #46 are analyzed in detail.

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Impact of intensive harvesting on the nutrient budgets of boreal forest stands.

The effect of intensive logging systems on future forest productivity was assessed on 4 contrasting stand conditions in the Nipigon area: a young coniferous (*Abies balsamea* (L.) Mill.) stand, a young deciduous (*Populus tremuloides* Michx. - *Betula papyrifera* Marsh.) stand, and two 126 year-old *Picea mariana* (Mill.) BSP. stands, one established on deep mineral soils, the other on shallow soils restricted by bedrock. Parts of these stands were harvested by Domtar Forest Products using a whole-tree chipping process. The uncut portion of the stands were sampled to determine biomass and nutrient exports associated with intensive (whole-tree) logging and conventional (stem only) harvesting. Although biomass removal increased 56-116% with full tree utilization corresponding nutrient removals from these sites increased 83-224%. Higher nutrient losses reflected large differences in elemental concentrations between stems and foliage. Nutrient content of the stands varied with age and species.

Nutrient exports at harvest were compared with the existing nutrient reserves of the forest floor and mineral soil, and with the quantities of nutrients returned as logging residue. Assuming steady state nutrient cycling results indicated that nutrient losses from conventional harvesting were relatively modest with regard to soil nutrient supplies. However, on 3 out of the 4 sites studied intensive logging methods would lead to deficiencies in P, K or Ca in the succeeding rotation. Forests on deeper soils, managed at long rotations were less susceptible to nutrient depletion than short rotation stands established on shallow soils. Silvicultural strategies minimizing potential nutrient loss from intensified harvesting are discussed.

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DYNAMICS OF A BLACK SPRUCE ECOSYSTEM IN COMPARISON TO OTHER FOREST TYPES: A MULTI-DISCIPLINARY STUDY IN INTERIOR ALASKA

For the past several years the University of Alaska and the Institute of Northern Forestry have conducted a multi-disciplinary study of a black spruce ecosystem in interior Alaska. The black spruce type, widespread in interior Alaska, is the most fire-prone forest type. Black spruce ecosystems are also the most nutrient limited and least productive forest type, especially in late stages of succession.

The central hypothesis of this study is that ecosystem differences in productivity and degree of nutrient limitation are controlled mainly by soil and forest floor temperatures. A corollary hypothesis is that in the black spruce ecosystem, which is characterized by low productivity and slow nutrient cycling, fire acts as a rapid decomposer and is essential to replenish available nutrient pools.

In order to test these and other hypotheses a number of semi-intensive sites were studied for comparison with the black spruce permafrost-dominated intensive site. These semi-intensive sites represent a complete spectrum from the coldest sites to the warmest and driest sites that support tree growth in interior Alaska. The sites were also selected to represent both successional and mature stands.

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AN INVESTIGATION INTO SELF THINNING AND GROWTH OF NATURAL BLACK SPRUCE STANDS IN THE CLAY BELT OF NORTHERN ONTARIO

Even-aged black spruce (*Picea mariana* (Mill.)BSP.) stands in the Clay Belt of northern Ontario were sampled in order to investigate the $-3/2$ self-thinning power law. This phase of stand growth is characterized by a period of substantial density-dependent mortality due to intra-specific competition, the relationship between density and mean tree volume on a logarithmic scale having a slope of -1.5 . Plots were established in five age classes, covering a span of 40-80 years, with a density range of 2000 to 10,000 trees per hectare. Six trees per plot were felled and sectioned for stem analysis. All stems (living and dead) were aged from basal cores or discs. On-going analyses will reveal the nature of the volume-density relationship in natural stands of black spruce. The forester could utilize such a relationship in stand density management of this economically important species.

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BOREAL FOREST PRODUCTIVITY (FIBRE)

Boreal forest productivity for conventional fibre products (pulpwood and sawlogs) is defined and compared with temperate forests. Distinctions are made between productivity of virgin forest stands (usually of fire origin); productivity of cutover stands and the allowable cut of whole forests in sustained yield units.

The potential of conventional silvicultural practices to improve boreal stand level productivity are examined in terms of the technical effects of yield functions. Yields of intensively managed boreal forests in Scandinavia are examined. Constraints of more intensive management of boreal forests, such as tenure arrangements with corporate licencees, funding of Crown forest administration, isolation, failure of plantations, lack of hardwood markets, social problems and provincial policies on Crown stumpage prices are briefly reviewed.

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PROVINCIAL MINISTRIES OF NORTHERN AFFAIRS: A COMPARATIVE ANALYSIS

The paper will present a comparative analysis of the northern ministries of Ontario, Manitoba and Saskatchewan as well as of the Secretariat des Activités Gouvernementales en Milieu Amerindien et Inuit (S.A.G.M.A.I.) in Quebec. The paper begins with an analysis of the reasons for the formation of the ministries. This is followed by a description of the nature of the regions and populations served by each of these agencies. Then a comparison will be made of the policy objectives and consequent range of responsibilities of the agencies. This involves, among other things, a comparison of staffing in terms of size, background and location. The next section of the paper deals with the relations of the northern agencies with both vertical and horizontal ministries within each province and with the relevant federal agencies. This will be followed by an analysis of the relations of the agencies with regional pressure groups. The paper will conclude with a look at the policy outputs and problems faced by these relatively new structures and make some suggestions as to what the future might hold.

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MECHANISMS OF INSECT POPULATION RESPONSE TO BOREAL FOREST MONOCULTURES

Probabilities of pest outbreak are frequently assumed to increase as monocultural forestry practices become more pervasive. Our investigations of insects colonising northern Ontario jack pine (Pinus banksiana) dominated forests focus on mechanisms of population response to varying stand "architecture". Specifically tested are P. banksiana density, foliage background diversity (of both canopy and understory vegetation) and age-class uniformity effects on host tree colonisation by foliage and wood exploiting insects. According to this perspective, increased rates of immigration, diffusion, persistence, oviposition success and resulting population density change are considered biological responses to host tree dispersion within a site. The degree to which monoculture conditions may cause lowered persistences of predators, parasites and parasitoids while facilitating the spreading of harmful insects is also addressed.

Recommendations for ecologically-based management practices are preceded by proposals for experimentally evaluating inter-planting as a viable technique to lower outbreak susceptibility.

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FOREST FIRE ELIMINATION AND ITS CONSEQUENCES FOR THE FLORA
AND VEGETATION OF THE BOREAL FOREST

The importance of fire perturbations for the structure and function of the preindustrial forest landscape have been quantified by the dendro-ecological methods, in conjunction with old land survey records. In the boreal forest of northern Sweden, fire previously created an extensive forest vegetation mosaic in different successional stages. A general fire return interval of about one hundred years can be calculated for the whole forest landscape. Within this general fire rotation there were, however, great variations. Many sites burned up to five times each hundred years while others have been undisturbed by fire or other factors for hundreds of years. This mosaic of frequently disturbed and undisturbed sites was mostly created by physiographic features of the landscape in unpopulated areas.

Today the natural fire influences have more or less been eliminated and the vegetational mosaic has consequently changed. Many rare species adapted to early successional stages have decreased as a consequence of this. The types of disturbances created today by modern forestry practice are not suitable to many of these plants. Especially in the north, with long logging rotations, the forest is disturbed too seldom and in a way unsuitable to the survival strategy of many species. The organisms adapted to naturally undisturbed sites of fire-refuge character with long-term continuity in succession on the other hand are threatened today by modern logging operations because the sites are disturbed too often.

Because of the total change in disturbance regime of the boreal forest during the last century we have today the problem that forest sites are disturbed both too often and too infrequently and, perhaps more importantly, in a manner unsuitable to the survival and establish-strategy of many organisms.

INTERNATIONAL SYMPOSIUM
ON THE
DYNAMICS OF BOREAL FOREST ECOSYSTEMS:
FUTURE RESEARCH AND MANAGEMENT REQUIREMENTS

August 23-26, 1982

Lakehead University, Thunder Bay, Ontario

ABSTRACTS OF PAPERS

ADDENDA

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CONSTRAINTS RESULTING FROM THE DYNAMICS OF BOREAL FOREST ECOSYSTEMS
- A RESOURCE MANAGER'S VIEWPOINT-

Forest management consists of using four basic kinds of tools, scheduling of harvest, distribution of harvest, silvicultural renewal and protection, to regulate forest dynamics towards maintenance of sustainable use levels of the forest. These four actions are closely related, and the planned use of each requires forecasting the biological dynamics that will ensue implementation. A major constraint to management is the absence of comprehensive theories of biological dynamics to lend a more solid scientific base to the decision forecasting.

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THE REGENERATION OF JACK PINE AND BLACK SPRUCE FROM SEED ON BURNED ORGANIC
MATTER IN THE BOREAL FOREST

When fire burns through many forest ecosystems in boreal regions, considerable depths of organic matter may remain on the soil surface. This represents a harsh microenvironment for tree seedling establishment. This paper discusses the limitations to successful seedling establishment caused by high soil temperatures and soil moisture levels in the surface layer of the organic matter. From experimental data and published literature it is suggested that jack pine shows greater establishment success than black spruce on sites that dry at a faster rate and on soils with a higher temperature.

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MINERAL RESOURCES IN THE BOREAL FOREST

If Canada is to retain its share of world metal markets and maintain an important sector of its economy, new mineral deposits must be discovered in order to replace depleting resources. Approximately 200 new mines must be discovered by the year 2000 simply to maintain our current industry. Although we have maintained a relatively constant supply of new metals, physical limitations on existing technology require that new, innovative methods of exploration, coupled with a push into more remote, drift covered areas will be required in the next 20 years. In order to assist exploration, as well as enable the orderly planning and development of remote areas, geological guidelines for resource potential studies are in increasing demand.

The guidelines are obtained from the study of mineral deposits and their geological settings. This research involves the classification of deposits, intensive investigation of specific examples of each deposit type, and more broadly-based examination of the relationship of all deposit types to the principal regional geological characteristics. The critical geological elements which are directly related to the ore forming process become the primary positive identifiers of resource potential. These elements must be carefully studied to determine their characteristics and relative importance. Once a good set of geological criteria are established, they can be used in conjunction with geological maps to establish the resource potential of large regions of Canada. Obviously, these guides must be sufficiently large to be obvious on regional (1:50,000) maps, and thus generally are not sufficiently precise to enable direct discovery. Advanced remote sensing technology, coupled with more precise geological guides, will enable discovery rates to be maintained. The principal deposit types are volcanic-hosted massive sulphide deposits (Cu, Zn, Ag, Au), magmatic nickel deposits (Cu, Ni, Pt), gold deposits, uranium deposits, and iron deposits. All except uranium occur in volcanic and sedimentary domains (greenstone belts); many poorly exposed and poorly mapped domains of this type occur in the remote regions of the Shield, and will likely yield important new discoveries. Uranium deposits are confined primarily to areas of sedimentary cover rock. The Athabaska, Thelon and Nipigon Plate districts all have good resource potential; important new discoveries have been made in the former two areas.

As discoveries are made in the remote districts, new transportation technology, coupled with innovative work scheduling to reduce the requirement for new townsite development, may be required. Tailings disposal must be well-designed and carefully monitored, in order to protect the fragile subarctic ecosystem. Technological requirements including environmental protection measures, require some new research. Mining in these regions will be a reality within a decade or two.

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GEOLOGY AND ACID RAIN, EASTERN BOREAL FOREST

Much of the boreal forest of Eastern Canada is growing on soils developed on unconsolidated deposits derived by glacial erosion of the rocks of the Canadian Shield. The generally siliceous and coarsely crystalline texture of Shield rocks has produced glacial deposits that are relatively thin, sandy, and stoney except in regions flooded by postglacial seas or proglacial lakes, where thick clayey deposits may be present. Outside of the areas where glaciers dispersed carbonate minerals from the limestones and dolomites of the Hudson Bay basin, the St. Lawrence Lowlands, and the Lac St. Jean basin, drift on the Shield tends to be non-calcareous and impoverished in clay-sized detritus. Thus, relative to other geologic terranes, drift covering the eastern Canadian Shield bears few components that can consume the excess protons delivered by acid rain without releasing other cations that may have adverse effects on the ecology of the eastern boreal forest. The mineralogical composition of the drift is complex, reflecting the complex geology of the region, and many mineral phases contain potentially toxic minor and trace elements that may be mobilized by ion exchange processes or as their lattices are altered by reaction with the excess flux of protons. Although the potential for damage to the timber resources and the terrestrial and aquatic food chain is as yet unknown, it is important to develop an inventory of data on natural regional variations of metal concentrations and of neutralizing components. Maps of these variations can serve as a background for estimating where areas of greatest potential alteration of the ecological system are located. A demonstration project that provides such maps has been carried out on the most southeasterly extension of the Canadian Shield in Ontario, near the edge of the boreal forest.

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DENSITY OF SPRUCE GROUSE IN BOREAL FORESTS OF CENTRAL ONTARIO

We studied the impact of forestry practices on wildlife in central Ontario by comparing population densities of spruce grouse (*Canachites canadensis*) in 13 jack pine and 8 black spruce forests differing in age and origin (natural plantation). The number of grouse observed per hour with dogs was used to estimate population density since it was strongly related ($R^2=.968$) to total counts of residents banded in 6 intensively worked forests. The highest densities of grouse (.69-.81 birds/ha.), greater than any recorded elsewhere in North America, occurred in young (11-21 yrs.) pine plantations. Older plantations (28-62 yrs.) were not as productive (<.12-.20 birds/ha.). However one (46 yrs.) contained .63 birds/ha. There was little floristic variation among pine plantations. Density of grouse appeared to be greatest when high abundance and interspersed low shrubs and herbs was associated with thick tree cover. Results suggest that grouse populations decrease as a pine plantation matures unless there is a substantial black spruce component in the understory.

Populations of grouse were lower (<.05-.30 birds/ha.) in spruce forests (19-120 yrs.). Differences between grouse density in pine and spruce forests appeared to be most strongly associated with differences in moisture regime, and concurrently, type and interspersed low shrubs and herbs.

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THE LIMITATIONS TO PREDICTABILITY OF PLANT SUCCESSION IN NORTHERN ECOSYSTEMS

The applicability of the classical concept of succession to the northern ecosystems is questionable and so are the corresponding methods of predictions. This paper discusses the limitations of the classical concepts, illustrates the range of community changes in some of these northern ecosystems that can be recognized as successional changes, discusses the recent techniques to simulate and predict successional changes, and suggests approaches that may be used in predicting succession patterns in the future. Examples illustrating these approaches of predicting models of northern ecosystems are presented.

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August 23 - 26, 1982
Lakehead University

WORKSHOPS

WORKSHOP NO. 1

FOREST MANAGEMENT ISSUES IN NORTHERN FORESTS

Chairman: Jim Kayll

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FIRE IN BOREAL ECOSYSTEMS

Chairman: Ian Methven

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| Thomas, P.A. & R.W. Wein | The Regeneration of Trees from Seed on Burned Organic Matter in the Boreal Forest |
| Spires, S. & Bendell, J.F. | Immediate Effects of a Forest Wildfire on Some Invertebrates, Small Mammals and Birds in Northern Ontario |
| Stocks, Brian & Roger B. Street | Forest Fire Weather and Wildfire Behaviour in the Boreal Forest of Northwestern Ontario |
| Martell, David L. | Fire Impact Management in the Boreal Forest Region of Canada |

WORKSHOP NO. 3

NORTHERN COMMUNITIES

Chairman: Alison Gill

PAPERS

Gill, Alison

Community Planning With the Northern
Resident

Koolage, William W. and
Joseph M. Kaufert

Native Canadian Interpreters Multiple
Role Functions in Health Care
Delivery

Winterhalder, Bruce

Cree-Ojibwa Adaptations and Adaptive
Management: Guidelines for
Development

Weller, Geoffrey E.

Provincial Ministries of Northern
Affairs: A Comparative Analysis

WORKSHOP NO. 4

FOOD AND ENERGY FROM NORTHERN FORESTS

Chairman: Rick Riewe

PAPERS

- | | |
|----------------------------------|---|
| Pringle, William L. | Horse Production for Northern Areas |
| Martin, Antonio M. | Production of Edible Mushroom
Mycelium in Peat Hydrolysates |
| Siuruainen, Eino Olavi | The Use of Domestic Peat and Wood
Resources in Energy Production in
Northern Finland and Its Influence on
Regional Development |
| Silversides, C.R. | Energy from Forest Biomass for Remote
Communities |
| George, P.J. & R.A. Muller | Evaluating the Environmental Impact
of Hydroelectric Development in
Northern Ontario |
| Boothroyd, Peter & Dennis Jaques | Effect of the Churchill River
Diversion on Waterfowl Use of the
Lower Churchill River, Manitoba |

WORKSHOP NO. 5

CLASSIFICATION, SUCCESSION AND NUTRIENT CYCLING IN NORTHERN FORESTS

Chairmen: Alan Gordon and John Jeglum

PAPERS

- | | |
|---|---|
| Senyk, John P. | Ecological Land Classification and Evaluation in Southern Yukon: An Aid in Identifying Research and Management Requirements |
| Hakkila, Matti | Areal Variations in Species and Timber Assortment Composition of the Finnish Forests |
| Gerardin, V & J.P. Ducruc | The Bioclimatical Regions: A necessary framework for the study (comprehension) of the dynamics of boreal forest ecosystems |
| Jones, R.K., G. Pierpoint,
J.M. Wickware & J.K. Jeglum | A Classification and Ordination of Forest Ecosystems in the Northern Clay Section of Ontario: A Framework for Forest Management |
| Jeglum, J.K. | Changes in Tree Species Composition in Naturally Regenerating Boreal Forest Cutovers |
| Gordon, Andrew M. | Ground Flora Dynamics and Community Structure in Plantations of Black Spruce (<u>Picea Mariana</u> (Mill B.S.P.) and Jack Pine (<u>Pinus Banksiana</u> Lamb.) Plantations near Lake Nipigon, Ontario. |
| Wannamaker, B.A. & T.J. Carleton | An Investigation into Self Thinning and Growth of Natural Black Spruce Stands in the Clay Belt of Northern Ontario. |
| Wein, R.W. & M.A. El-Bayoumi | The Limitations to Predictability of Plant Succession in Northern Ecosystems |
| Timmer, V.R., H.M. Savinsky
& G.T. Marek | Impact of Intensive Harvesting on the Nutrient Budgets of Boreal Forest Stands |
| Gordon, Andrew M. | Seasonal Patterns of Nitrogen Mineralization following Harvesting in the White Spruce (<u>Picea Glauca</u> (Moench.) Voss) Forests of Interior Alaska |
| Gordon, Alan G. | Nutrient Cycling Dynamics in Differing Spruce and Mixedwood Ecosystems in Ontario and the Effects of Nutrient Removals through Harvesting |

WORKSHOP NO. 6

TOXIC SUBSTANCE RELEASES IN THE NORTH

Chairman: Gerry Courtin

PAPERS

Shilts, W.W.	Geology and Acid Rain - Eastern Boreal Forest
Maynard, D.G., P.A. Addison, and K.A. Kennedy	Impact of Elemental Sulphur Dust Deposition on Soils and Vegetation of Lodgepole Pine Stands in West-Central Alberta
Courtin, G.M., G.I. James, S.V. Sahi, P.D. Thibodeau, & L. Wallenius	Dynamics of the Birch Transition Community in the Industrially Disturbed Ecosystem, Sudbury, Ontario
Hogan, G.D. & D.L. Wotton	Effects of the Mining and Smelting Industry on Boreal Forest Systems: Past, Present and Future
Delisle, Claude E.	Heavy Metals in Precipitations from Opinaca, James Bay
Benson, H.E.A., T.T. Lei, J. Svoboda & H.W. Taylor	Fallout and Natural Radioactivity in Canadian Northern Environment

INTERNATIONAL SYMPOSIUM ON THE DYNAMICS OF BOREAL FOREST ECOSYSTEMS, AUGUST 1982

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INTERNATIONAL SYMPOSIUM
ON THE
DYNAMICS OF BOREAL FOREST ECOSYSTEMS:
FUTURE RESEARCH AND MANAGEMENT REQUIREMENTS

AUGUST 23 - 26, 1982

Lakehead University, Thunder Bay, Ont.

CHAIRMAN: Dr. Ross W. Wein, University of New Brunswick

PROGRAM OUTLINE AND LOCAL ARRANGEMENTS

The organizers gratefully acknowledge generous financial support
received from the following organizations

Government of Canada

Great Lakes Forest Products

NOVA, AN ALBERTA CORPORATION

Petro-Canada

Polar Gas Project

Province of Alberta

Province of Manitoba

Province of Newfoundland

Province of Ontario

Province of Saskatchewan

INTERNATIONAL SYMPOSIUM ON THE DYNAMICS OF BOREAL FOREST ECOSYSTEMS:
FUTURE RESEARCH AND MANAGEMENT REQUIREMENTS

PROGRAM OUTLINE AND LOCAL ARRANGEMENTS

SUNDAY, AUGUST 22, 1982

Room Registration at Lakehead University Residence

1800-2230	Conference Registration Cash Bar, Supper	Agora, University Centre
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MONDAY, AUGUST 23, 1982

0900-1230	Plenary Session	Upper Lecture Theatre
1230-1400	Lunch	Residence Dining Room
1400-1700	Plenary Session	Upper Lecture Theatre
1700-1800	Reception, hosted by Lakehead University Welcome: Mr. Grant Thompson, Vice-President	Faculty Lounge
1800-1900	Dinner	Residence Dining Room
1830-2400	Cash Bar	Faculty Lounge

TUESDAY, AUGUST 24, 1982

0900-1230	Workshops	Locations to be announced
1230-1400	Lunch	Residence Dining Room
1400-1700	Workshops	
1745, 1800, 1825, 1840	Buses leave Residence for Airplane Motor Hotel	
1800	Cash Bar	Airplane Motor Hotel
1900	Banquet	
2200, 2400	Buses return to Residence	

WEDNESDAY, AUGUST 25, 1982

0900-1230	Plenary Session	Upper Lecture Theatre
1230-1400	Lunch	Residence Dining Room
1400-1700	Plenary Session	Upper Lecture Theatre
1800-2200	Cash bar	Faculty Lounge

THURSDAY, AUGUST 26, 1982 - FIELD TRIPS

LOCAL ARRANGEMENTS

The Symposium Office is located in the Little Dining Room adjacent to the Faculty Lounge. Please do not hesitate to contact us if we can be of assistance during the Symposium.

A Cash Bar will be available in the Faculty Lounge on:

Sunday, August 22	1800 - 2200
Monday, August 23	1830 - 2400
Wednesday, August 25	1800 - 2200

Meal hours in the Residence are:	Breakfast	0800 - 0900
	Lunch	1230 - 1330
	Dinner	1800 - 1900

ASSOCIATION OF CANADIAN
UNIVERSITIES FOR NORTHERN STUDIES

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INTERNATIONAL SYMPOSIUM
ON THE
DYNAMICS OF BOREAL FOREST ECOSYSTEMS:
FUTURE RESEARCH AND MANAGEMENT REQUIREMENTS

AUGUST 23 - 26, 1982
LAKEHEAD UNIVERSITY

- I. PROGRAM
- II. INSTRUCTIONS TO CONTRIBUTORS
- III. FIELD TRIPS
- IV. LOCAL ARRANGEMENTS

BOREAL FOREST SYMPOSIUM SECRETARIAT
ASSOCIATION OF CANADIAN UNIVERSITIES FOR NORTHERN STUDIES

I. PROGRAM

SUNDAY, AUGUST 22, 1982

Room Registration at Lakehead University Residence

1800-2030

Conference Registration
Cash Bar, Supper

Agora,
University Ca

MONDAY, AUGUST 23, 1982

0900-0930

Introductory Remarks and Greetings

Upper Lecture
Theatre

0930-1230

CONSTRAINTS RESULTING FROM THE DYNAMICS
OF BOREAL FOREST ECOSYSTEMS

"A Physical Scientist's Viewpoint"

Dr. F.K. Hare, Provost
Trinity College, University of Toronto

"A Social Scientist's Viewpoint"

Dr. P.F. Wilkinson,
Centre for Northern Studies & Research
McGill University

"A Resource Manager's Viewpoint"

Dr. G.L. Baskerville,
Faculty of Forestry,
University of New Brunswick

"A Biological Scientist's Viewpoint"

T.B.A.

1230

Lunch

Residence
Dining Room

1400-1700

POTENTIAL OF RENEWABLE AND NON-RENEWABLE RESOURCES

"Food Production" (agriculture, fisheries, wildlife)

Dr. R.R. Riewe,
Department of Zoology,
University of Manitoba

"Fibre Production" (forestry)

Dr. G.F. Weetman,
Faculty of Forestry,
University of British Columbia

"Energy Production"(biomass, petroleum, radioactive minerals, water)

Dr. R.P. Overend,
Division of Energy Research and Development,
National Research Council of Canada

"Mineral Production"

Dr. J.M. Franklin,
Geological Survey of Canada,
Energy, Mines and Resources Canada

NDAY, AUGUST 23, 1982 (continued)

00-1800	Reception, hosted by Lakehead University	Faculty Lounge
30-2400	Cash Bar	Faculty Lounge

ESDAY, AUGUST 24, 1982 - WORKSHOPS

00-1230	Presentations of contributed papers and discussions	Location to be announced
30	Lunch	Residence Dining Room
00-1700	Presentations and discussions continue	
45,1800, 25,1840	Buses leave Residence for Airplane Motor Hotel	
00	Cash Bar	Airplane Motor Hotel
00	Banquet	
00,2240	Buses return to Residence	

WEDNESDAY, AUGUST 25, 1982 - WORKSHOP SUMMARY PAPERS

"RESOURCE CONFLICTS AND COMPATIBILITIES

00-1230	Presentation of synthesis papers on environmental and management issues	Upper Lecture Theatre
30	Lunch	Residence Dining Room
00-1700	Presentations continue	
00-2000	Cash bar	Faculty Lounge

THURSDAY, AUGUST 26, 1982 - FIELD TRIPS

See pages 4 and 5 for details

II. INSTRUCTIONS TO CONTRIBUTORS

It now appears that approximately 50 papers will be presented in the workshops. All abstracts will be distributed with the registration package at the Symposium. Since the number of presentations varies with workshops, we suggest that the oral presentations be approximately 15-20 minutes in length. The chairperson and a small committee from each of the workshops will present a summary of management and policy issues as well as high priority research which will then be presented on the following day.

At the present time, the workshops will include:

1. Northern forest fires - approximately 10 papers ranging from fire behaviour through fire effects.
2. Classification of northern forests - this is a small workshop of approximately 5 papers. The subject matter ranges from the use of satellite imagery through mathematical classification techniques for identifying landscape and forest units.
3. Succession and revegetation dynamics of northern forests - approximately 25 papers will be presented. These papers are presently grouped under one workshop but they may be divided since the subject matter ranges all the way from basic nutrient or population dynamics through to a strong orientation to management.
4. Energy from northern forests and peatlands - this small workshop includes topics both on forest biomass and peatland biomass. The subject ranges from production through to utilization.
5. Toxic substance releases in the North - this small workshop includes topics such as the effect of fallout and natural radioactivity through to localized contamination because of mining and smelting industries, through to the impact of acid precipitation over large areas.
6. Northern river diversions and impoundments - this small workshop includes environmental impacts of the large hydroelectric power developments, primarily in northern Canada.
7. Northern fish and wildlife - the approximately 10 papers submitted under this topic range from the estimates of biomass through to the use of native species through to the protection of species from over-hunting and other human influences.
8. Northern settlements - this small workshop contains papers that range from community planning through to the physical resources and the human impact in the immediate settlement areas.
9. Northern agriculture - sufficient interest has been expressed in this topic that there is a current attempt to develop a workshop. Subjects will range from the use of native species through to the introduction of conventional agriculture into more northern regions.

III. FIELD TRIPS

Ogoki Wilderness - Three-day Field Trip: August 26, p.m. - August 29, p.m.

Special arrangements have been made with Wild Waters Nature Tours and Expeditions to use their remote Shawanabis Lake base camp for a post-conference field trip from the evening of August 26 to the evening of August 29. The Shawanabis Lake base is accessible only by rail or float plane. Twenty-five miles west of Armstrong and 150 miles north of Thunder Bay, it is situated on the edge of the Ogoki-Albany Wilderness area. This proposed Provincial Wilderness Park is roadless and has yet to incur any logging or mining activity.

The majority of the area has fire-created stands of black spruce or jack pine, with the forest floor consisting of dense mats of caribou lichens and feather mosses (mainly Pleurozium species) over shallow soils or bare granite shield. Also close to the camp are swamps and bogs, as well as some study areas of pockets of deeper soils. The Ogoki Wilderness is prime habitat for woodland caribou, with the resident "Elf Lake-Wabakimi" herd numbering 100-200 animals.

Accommodation will be in a comfortable log bunkhouse, with all meals supplied "family-style". Field trips will be by foot trail, or by canoe. Naturalist interpreters will include Rob Farmer of the Lakehead University Forestry Department and Bruce Hyer, Director of Wild Waters, who has been leading boreal naturalist tours for 10 years. Personal clothing and sleeping bag will be supplied by the participant. All other equipment will be supplied by Wild Waters, including compound and dissecting scope, and generator and slide projector for evening slide presentations.

Itinerary is as follows:

AUGUST 26, p.m.	Lakehead University bus will connect with VIA Rail "bush train" for ride from Nakina and/or Armstrong to Shawanabis Lake base.
AUGUST 27, 28, 29	Boreal field trips
AUGUST 29, p.m.	Float plane to Armstrong and Lakehead University bus return to Lakehead University in Thunder Bay.

COST:	Room, meals and use of Shawanabis Lake facilities	\$135.00
	Train	15.00
	Float Plane (25 miles by Cessna 185 including aerial viewing of recent logging clearcuts near Armstrong)	<u>25.00</u>

TOTAL COST \$175.00

REGISTRATION Participants will be limited to the first 20 applicants. Application and cheque made out to Wild Waters should be sent to Dr. Robert Farmer, School of Forestry, Lakehead University, Thunder Bay, Ont. P7B 5E1, prior to July 15, 1982.

INQUIRIES: Rob Farmer, Lakehead University (807) 345-2121, ext. 510 or 507
Bruce Hyer, Director, Wild Waters, R.R.#13, Lakeshore Drive,
Thunder Bay, Ont. P7B 5E4 (807) 683-3151

2. One-Day Excursion to the Nipigon District - August 26

This field trip will consist of a one-day excursion to the Nipigon District of the Ontario Ministry of Natural Resources to examine forest ecosystem management practices. Participants will visit silviculturally treated areas involving: (1) stand conversions of natural trembling aspen to white spruce using cleaning and shelterwood methods, (2) rehabilitation efforts on grassland sites resulting from repeated fires, (3) plantations of young jack pine and black spruce established on cutover and burned sites, (4) intensive logging of second growth stands of balsam fir, and (5) natural regeneration of shallow-soil spruce by modified clearcutting systems.

Bus will depart Lakehead University at 0800 and return to Thunder Bay by 1730.

Tour Guide: G.T. Marek

Cost: \$30.00 (including box lunch)

Those wishing to participate in this field trip are requested to forward the attached form together with payment to the Boreal Forest Symposium Secretariat, ACUNS, 130 Albert Street, Suite 1915, Ottawa, Canada K1P 5G4. Cheques should be made payable to the Association of Canadian Universities for Northern Studies.

3. Morning Tour - August 26

A morning tour of Great Lakes Paper Products Ltd. is offered to participants. Leaving Lakehead University at 0830, the visit involves a two-hour-long tour conducted through the mill operation, followed by opportunity for questions and discussion. The tour will return to Lakehead University by mid-day, and could drop some participants at the airport, if it is required.

Limit: 24 persons

Cost: \$7.00

Those wishing to participate are requested to forward the attached form together with payment to the Boreal Forest Symposium Secretariat, ACUNS, 130 Albert Street, Suite 1915, Ottawa, Canada K1P 5G4. Cheques should be made payable to the Association of Canadian Universities for Northern Studies.

IV. LOCAL ARRANGEMENTS

A campus map is enclosed for your information.

Room registration at the University Residence will commence on Sunday afternoon, August 22nd. Conference registration begins at 1800, August 22nd. A cash bar, soup and sandwiches, and coffee will be available during registration.

A meal plan is available to those staying in residence at a cost of \$35.00. The package will include breakfast, lunch and dinner on August 23rd and 25th, and breakfast and lunch on August 24th. Lunch will be available at the University for those staying elsewhere. Coffee will be served during the meetings, courtesy of the Symposium organizers.

Meal hours at Residence are: Breakfast	0730 - 0830
Lunch	1230 - 1330
Dinner	1800 - 1900

. Grant Thompson, Vice-President (Finance) of Lakehead University, will welcome participants to a reception given by the University on Monday evening, August 23rd.

The Symposium organizers invite participants to be their guests at the banquet on Tuesday evening, August 24th.

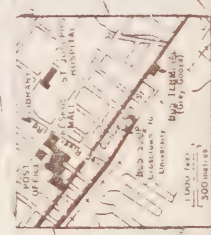
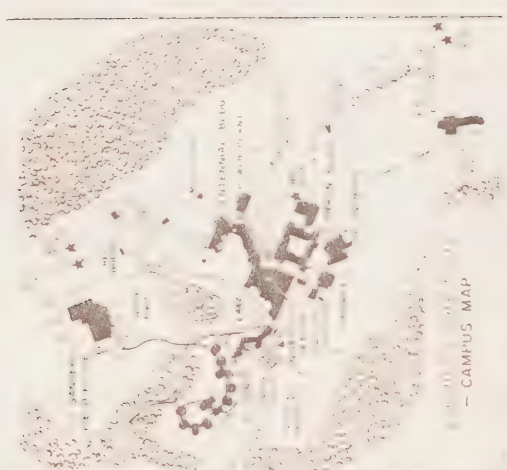
The University Faculty Lounge will be open on Sunday, Monday, and Wednesday evenings.

All correspondence relating to the Symposium and requests for further information should be addressed to:

Boreal Forest Symposium Secretariat,
Association of Canadian Universities for Northern Studies,
130 Albert Street, Suite 1915,
Ottawa, Canada K1P 5G4

Tel: (613) 238-3525

Administrative Officer: Eileen van Heyst



LAKE
SUPERIOR

THUNDER BAY
AIRPORT

DOWNTOWN AREA
(Fort William Ward)

LA CROSSE

UNIVERSITY OF WISCONSIN

LA CROSSE

Map drawn by IAN HASTIE,
Geography Dept. La Crosse University, 1977, 1982, 1985

with research and development in mineral and petroleum resources. Relatively little research and scholarly activity has taken place recently in the boreal forest, yet the boreal forest is as wide as 1000 km. in areas of North America and Eurasia. Roughly two-thirds of the boreal forest is located in Eurasia. In Canada, the zone occupies one-third of the land mass and involves both provincial and federal jurisdictions.

In August 1969, a Mid-Canada Development Conference was held at Lakehead University, Thunder Bay, to examine the development potential of the boreal forest. Since this conference there has been no major interdisciplinary conference to stimulate research, training, and other scholarly activities. It is hoped that the 1982 symposium will lead to such activities.

The objective of this symposium is to bring together scientists, policy-makers and managers to stimulate information exchange on how the boreal forest ecosystem functions, to identify what research information is needed, and to determine how policy and management programs must operate within the constraints of the ecosystem.

The symposium is designed in three distinct parts. Part 1 dealing with the constraints on northern development will provide four overviews of the situation, seeking to identify in broad brush-strokes the constraints on policy and management brought about by the dynamics of the boreal forest ecosystems. This part is designed to form a basic framework for subsequent papers and discussion.

In Part 2, workshops will seek to elicit specific knowledge, identify knowledge gaps, and give an opportunity for the presentation of detailed papers resulting from current research and management issues.

The third part of the symposium will be an opportunity to pull together the knowledge shared in the workshops and specifically to identify management and policy issues or gaps in knowledge.

The final products of the symposium will be (a) a scholarly volume of scientific papers on the state-of-our-knowledge prepared by speakers and subjected to the external peer review process; (b) a report on management and policy issues which will result from a workshop format; and (c) a report on directions of high priority research which also will result from a workshop format.

PROGRAM

Monday, August 23, 1982 — Keynote Speakers

"Constraints resulting from the dynamics of boreal forest ecosystems"

Dr. F. Kenneth Hare,
Provost, Trinity College,
University of Toronto

"A Physical Scientist's Viewpoint"

University of Toronto

"A Social Scientist's Viewpoint"

Dr. Gordon L. Baskerville

Faculty of Forestry,

University of New Brunswick

"A Resource Manager's Viewpoint"

T.B.A.

"A Biological Scientist's Viewpoint"

"Potential of Renewable and Non-renewable Resources"

Dr. R.R. Riewe,

Department of Zoology

University of Manitoba

"Food Production" (agriculture, fisheries, wildlife)

Dr. G.F. Weetman,

Faculty of Forestry,

University of British Columbia

"Fibre Production" (forestry)

T.B.A.

"Energy Production" (biomass combustion, petroleum, radioactive minerals, water)

T.B.A.

"Mineral Production"

2000-2300 — Meeting

Association of Canadian Faculties of Environmental Studies (ACFES)

Tuesday, August 24, 1982 — Workshops

"Future Environmental and Management Issues"

Human settlements

Acid precipitation

Basin-to-basin water transfers

Species and landscape protection

Wildlife population protection & control

Biomass energy from forest & peatlands

Forest fire management

Sustained fibre production from forests/management

of mixed forests

Heavy metal release

Radioactive material release

Evening — Symposium Banquet Airline Hotel

Wednesday, August 25, 1982 —

Workshop Summary Papers

"Resource Conflicts and Compatibilities"

Presentation of synthesis papers on environmental and management issues

Thursday, August 26, 1982

Field Trips — details will be announced in the second circular

August 24th, the environmental and management issues paper will be followed by contributed papers. Chairpersons from each of the sessions will prepare a summary to be presented on Wednesday, August 25th. It is intended to give ample time for discussion of the state-of-the-art and future research requirements.

NOTICE TO AUTHORS

Persons wishing to present a paper on topics given under the Program Schedule should advise the Symposium Secretariat as soon as possible, including the full title, names, addresses and telephone numbers of the author(s). Details concerning the format for abstracts will be forwarded immediately. **Deadline for the submission of abstracts is May 15, 1982.** The language of the Symposium will be English.

ASSOCIATION OF CANADIAN UNIVERSITIES FOR NORTHERN STUDIES

The Association of Canadian Universities for Northern Studies (ACUNS), which is sponsoring the symposium, was founded in Churchill, Manitoba in 1977 and incorporated in 1978. The purpose of the Association is the advancement of northern scholarship through education, professional and scientific training, and research. Thirty-three Canadian universities are currently members of ACUNS, and it is through these member universities that approximately 800 northern scholars can present their views.

CONFERENCE FEES

Registration fees will be \$50.00 per person. To encourage student attendance, their registration fee will be \$5.00. A small travel budget will be made available to partially support overseas travellers, travellers from northern settlements, and travel by undergraduate and graduate students who will be contributing papers. Requests for assistance should be addressed to the Symposium Secretariat. Registration is by mail and must be received by **June 25, 1982.**

ACCOMMODATION AND TRANSPORTATION

Accommodation will be available at Lakehead University Residence Buildings at an approximate cost of \$15.00 per night, single occupancy, \$12.00 per night double occupancy. Meals will be served in the Residence Dining Room. Residence accommodation should be reserved through the Symposium Secretariat.

Hotel accommodation is also available and participants are asked to make their own arrangements. A listing of hotels is available from the Symposium Secretariat. Participants are advised to make reservations before the summer tourist season commences.

Air, rail, and bus services provide transportation to Thunder Bay

Air — Air Canada and Nordair

Rail — Via Rail

Bus — Greyhound and Greyhound

Rec'd Nov. 26/82



Nov. 15/82

Dear Bill Mamakeesic

We don't want whiteman
to take over our land
because we want to trap,
fishing and hunting. Because
if whiteman take over it will
cost us to kill some animal.
And because we want to live
on indian food and we want
to live in the indian ways
if the whiteman takes over
us indians can't afford the food
for our children and the whiteman
are to expensive we can't afford
it.

Ian Meekis

Deer Lake Ont.

Typed from Original Submission

HS 094
Rec'd Nov. 26/82

Nov. 15/82

Dear Bill Mamakeesic

We don't want Whiteman to take over our land because we want to trap, fishing and hunting. Because if whiteman take over it will cost us to kill some animal. And Because we want to live on indian food and we want to live in the indian ways if the whiteman takes over us indians can't afford the food for our children and the whiteman are to expensive we can't afford it.

Ian Meekis

Deer Lake Ont.

Rec'd Nov. 26/82



We heard that the white man are going
to try to rule our land. We want
to be free to hunt and we don't want
the white man to rule ~~our~~ land. We want
to be able to hunt just like the Old days.

Larry Meekis

Typed from Original Submission

HS 095
Rec'd Nov. 26/82

We heard that the white man are going to try to rule our land. We
want to be free to hunt and we don't want the white man to rule
our land. We want to be able to hunt just like the Old days.

Larry Meekis

HS
096

786 John Street
Thunder Bay, Ontario
P7B 1Z9
November 25, 1982

Mr. G. LeSauvage
Senior Information Officer
Royal Commission of the
Northern Environment
Arthur Square
215 Red River Road
Suite 201
Thunder Bay, Ontario
P7B 1A5

Dear Mr. LeSauvage:

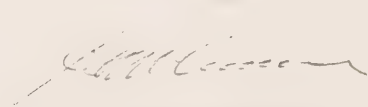
Re: MNR Land Use Planning for Ontario

It appears for economic reasons that most of our forests are going to have multiple usage--forest extraction, mining, trapping, commercial fishing, hunting, tourist operators, summer cottages, etc. If our trees are continually being harvested, what other use can be made of our forests? Tree harvesting also leaves behind access roads so that fish and wildlife stocks are depleted. Perhaps one advantage is that these cut-over areas grow good moose browse.

I think it is most important to ensure that there are some large unspoiled areas left as parks. A lot of revenue could be derived from tourism and users of natural parks in the form of user tolls, canoe trip outfitting, etc. The tourist industry should be expanded because I think our pulp & paper industries are going to have future problems competing in paper markets. Our fast rate of tree harvest vs. the slow rate of forest regrowth and our high paper production costs will probably result in fewer jobs in the paper production industry.

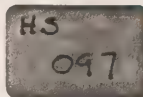
We should not totally devastate all of our forests; thereby, eliminating any future tourist industry growth, but should set aside some large areas that are unaltered by civilization for natural parks.

Yours truly,


E.T. McLennan

ETM/clm

Rec'd Dec 2/82



TRANSPORTATION SERVICES

IN THE

NORTHERN ENVIRONMENT OF ONTARIO

TRANSPORTATION SERVICES IN THE
NORTHERN ENVIRONMENT OF ONTARIO

ADDENDUM TO 1977 SUBMISSION

FORWORD:

In 1977 the Ministry of Transportation and Communications prepared a submission to the Royal Commission on the Northern Environment outlining Transportation Services in Ontario's North.

This addendum represents a review of our 1977 document and contains revised statements and figures updating it to the present.

TRANSPORTATION SERVICES IN THE NORTHERN ENVIRONEMNT OF ONTARIO

LIST OF UPDATED/REVISED PAGES

PAGE

I	M.T.C. ROLE AND RESPONSIBILITY	
	TABLE I-1	I - 4
II	TRANSPORTATION SERVICES	II - 1
	A) Road Transportation	
	1. Provincial Highways	II - 1
	2. Municipal Roads	II - 2
	4. Winter Roads - Figure II-2	II - 3
	B) Transit Services	II - 4
	D) Air Transportation	II - 5 to 7
	Air Service Figure II-3	
	E) Railway Services	II - 8
	G) Pipelines	II - 9
III	COMMUNITY SERVICES	III - 2 & 3
IV	RELEVANT TRANSPORTATION ISSUES	
	B) Air Services	IV - 2

Appendix A: Projects North of the 50° Parallel

I M.T.C. ROLE AND RESPONSIBILITY

PROVINCIAL: ROLES AND RESPONSIBILITIES FOR
TRANSPORTATION SERVICES

SERVICE	MTC/MNA		MTC	
	FUNDING*		REGULATE	MONITOR
	DIRECT	JOINT		
1. Roads:				
Prov. Hwys.	X		X	(drivers & v
Resource, Industrial		X	X	" "
Municipal		X	X	" "
2. Transit:				
Intercity			X	
Municipal		X		
3. Trucking			X	
4. Air Services	X			X
5. Rail - Passenger		X		X
Freight				X
6. Water				X
7. Pipeline				X

TABLE I-1

II TRANSPORTATION SERVICES

Table II-1 below represents the extent of road development and facility designation in 1981. Under development is Marchington Lake Road (an addition of about 100 km). This facility is to be taken into the system upon completion as Secondary Highway 516.

HIGHWAY DEVELOPMENT

Facility	Provincial	Distance(km) North of 50° L	Regional % of Total
King's Highways	15,978	192	1
Secondary Highways	5,250	394	8
Tertiary Roads	382	81	21

TABLE II-1

2. Municipal Roads Program

II-2

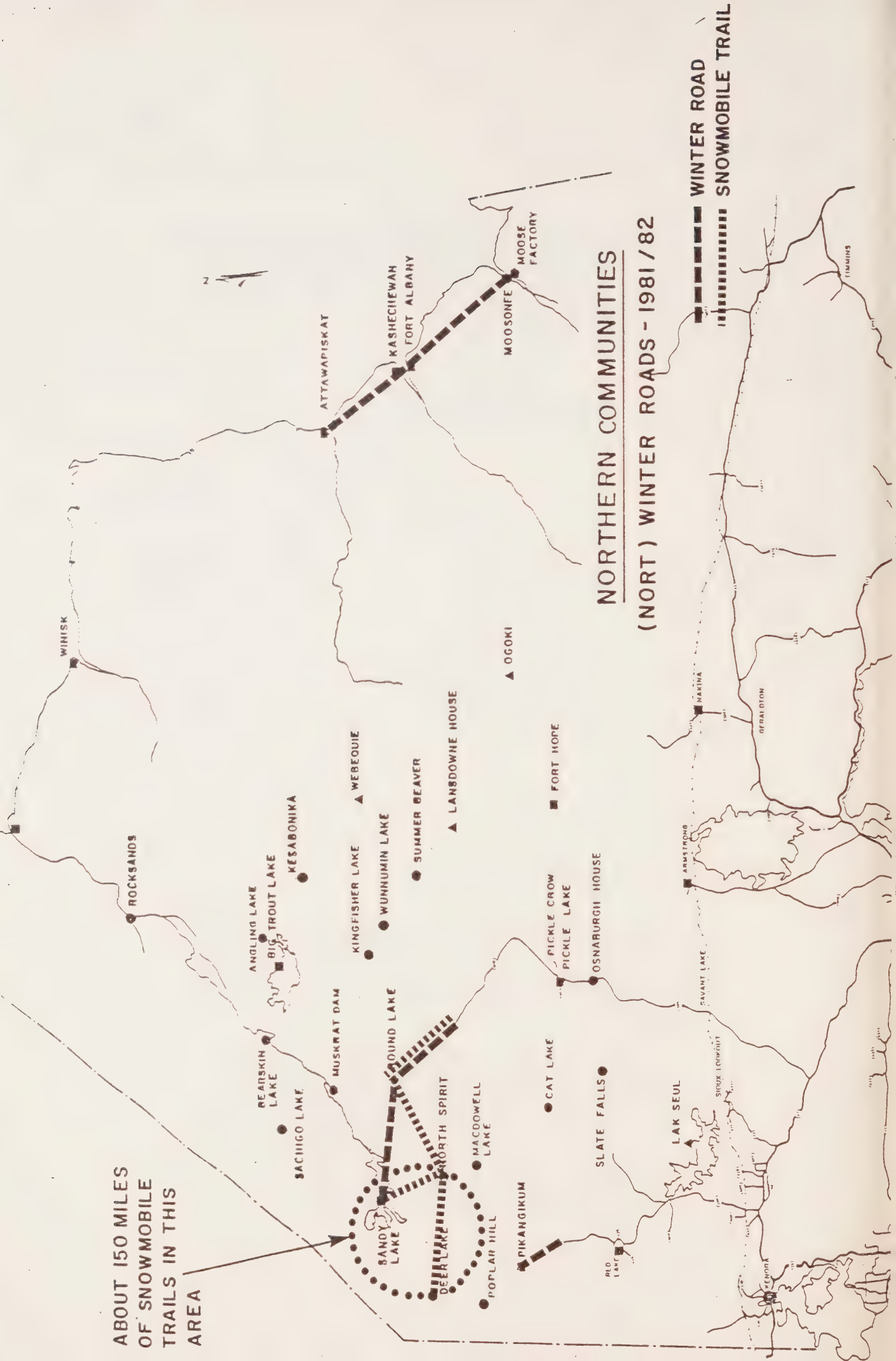
The Municipal Roads Program objective is to assist municipalities in the provision of safe and efficient roads within their areas. Subsidies are paid as a percentage of eligible expenditures for their road program costs as follows:

- Cities - roads, bridges, culverts at 50%
- Towns, Villages - roads at 50%, bridges and culverts at 80%
- Townships - roads at 50%, bridges and culverts at 80%. This applies to end of 1982. *
- 1983 - variable subsidy rate from 50% up based on Needs/Resource formula.

NORTHERN COMMUNITIES

(NORT) WINTER ROADS - 1981/82

WINTER ROAD



4. Winter Access Roads Program

Page

II-3

This NORTC Program in the winter of 1981/1982 spent \$238,600 on winter road projects and \$45,000 on snowmobile trails. The facilities used in the 1981/1982 winter are shown in the updated Figure II-2.

B) Transit Services and Programs

II- 4

Updated as follows:

- . Currently Red Lake has daily 2-way service to Kenora provided by Excel Coach Lines.
- . Pickle Lake/Central Patricia has a daily Monday to Friday except holiday service to Ignace and a monthly service to Thunder Bay via Ignace. Below the 50th parallel, public vehicle carriers provide a wide range of services linking all major urban centres in Northern Ontario.

D) Air Services and Programs

Updated as follows:

The AIR PROGRAM has three components:

a) Airport Development

- . To establish airstrips at remote northern settlements to facilitate the provision of necessary public services. They are financed by M.N.A. At all remote community airport projects, maximum use is made of resident nature labour. Specific training and supervision is provided by M.T.C. staff. The status of this program in the remote region of Northern Ontario is shown in Table II-3.
- . To provide support for municipal airports at smaller centres to stimulate economic growth. To date, north of the 50th parallel, only the Moosonee airport has been so funded. It is now under Federal jurisdiction.

b) Airport Maintenance

- . M.T.C. assumes responsibility for costs of airports operated and maintained by M.T.C. staff at the remote sites. The program provides both full time and part time employment for native peoples at these sites.
- . Legislation is present to subsidize maintenance costs for municipal airports.

Table II-2 gives the M.T.C. annual expenditure for the Province and Northern regions for these programs

AIR PROGRAM EXPENDITURES
(\$ X000)

Activity	Year	Provincial	North of 50°
Airport Development	77/78	2,240	1,431
	78/79	4,880	2,899
	79/80	4,726	3,042
	80/81	3,648	1,692
	81/82	2,651	808
Airport Maintenance	77/78	1,212	941
	78/79	1,059	944
	79/80	1,451	1,269
	80/81	1,824	1,609
	81/82	2,092	1,893
Air Services*	77/78	1,265	- **
	78/79	801	-
	79/80	792	-
	80/81	1,271	-
	81/82	1,176	-

* norOntair

** " Pickle Lake - Thunder Bay
(Expenditures not available)

TABLE II-2

Air service is the key transportation service in the North, both for people and goods. Scheduled air services are provided by private carriers, including norOntair. The existing air network showing the points served is shown in Figure II-3. Moosonee, Pickle Lake, Sioux Lookout and Red Lake tend to act as base centres for most operations. Unscheduled or charter services increase the effective coverage, providing service virtually throughout the entire area.

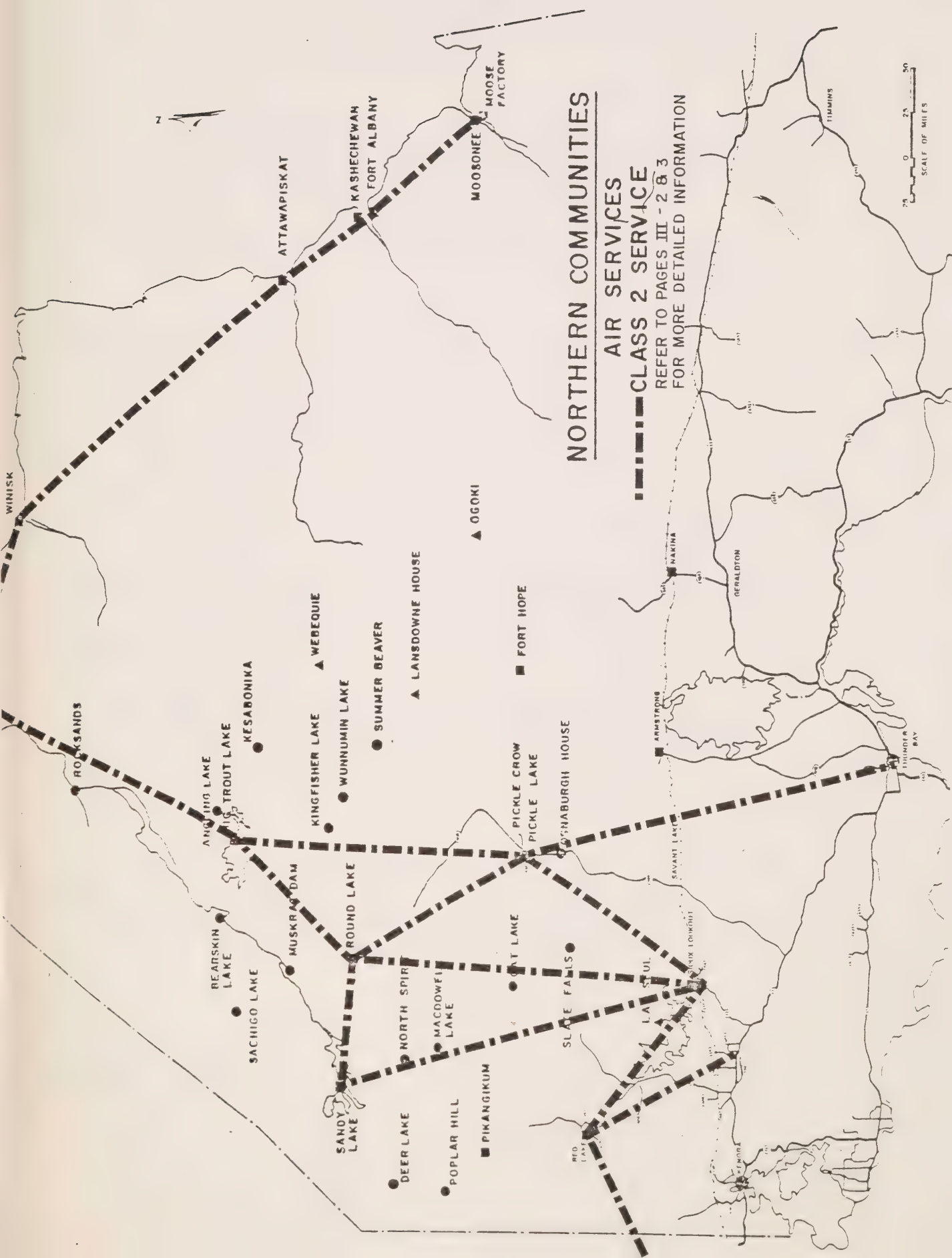
TABLE II-3

STATUS OF REMOTE AIRPORTS

(As of 1982)

Community	Est. 1981 Pop.	Existing Fac. Runway Length	Programmed or Recommended Airports
Moosonee (Federal)	1,277	4,000'	
Pickle Lake	1,029	3,500'	
Red Lake (Federal)	2,146	4,000'	
Attawapiskat	690	3,500'	
Bearskin Lake	331	3,500'	
Big Trout Lake	718	3,500'	
Deer Lake	300	3,500'	
Fort Albany	1,202	3,500'	
Fort Hope	894	3,500'	
Fort Severn	264	3,500'	
Kashechewan	600	3,500'	
Lansdowns House	250	3,500'	
Pikangikum	979	3,500'	
Round Lake	410	3,500'	
Sandy Lake	1,185	3,500'	
Webquie	406	3,500'	
Winisk	156	5,000'	
Sachigo	445	3,500'	
Kasabonika	393	3,500'	
Ogoki		2,000'	
Armstrong		3,500'	
Cat Lake			

 Airport Program
(1982/83)



E) Railway Transportation Services and Programs

(Jurisdiction: Federal/Provincial)

Update:

1. Passenger Services

The Federal Government has now formed VIA Rail Canada Inc. to develop an improved basic network of passenger rail services in Canada. Both the information of VIA Rail and the C.T.C. rationalization process have created some uncertainties as to the future of rail passenger services in Northern Ontario.

The Province, through the Ontario Northland Transportation Commission and its subsidiary, the Ontario Northland Railway, operate a mixed passenger/freight service 3 days a week between Cochrane and Moosonee. In the summer season this service is augmented by a daily, except Friday, passenger service, the "Polar Bear Express". These services are complemented by the ONR daily passenger train from Toronto, through North Bay, to Cochrane and Kapuskasing.

Since the ONR operates within the Province, it is under Provincial jurisdiction and responsibility. The ONR receives a subsidy from the Provincial Government for operating losses incurred by the operation of passenger services. Other subsidies are received from the Federal Government. The level of subsidies are as follows; on the Toronto to Timmins service, the Northlander, the Federal Government pays 80% subsidy and the Provincial Government pays 20%, but only for the Toronto to North Bay section. The North Bay to Timmins section is subsidized 100% by the Provincial Government through MNA.

The Toronto to Kapuskasing service, the Northland, is subsidized 100% by the Federal Government on the Toronto to North Bay section, and 100% by the Provincial Government on the North Bay to Kapuskasing section. The annual expenditure under this program is shown in Table II-4.

RAIL PASSENGER SUBSIDIES BY THE PROVINCE

Service	Year	Subsidy Payment
O.N.R.	1977/78	2,640
Cochrane-Moosonee	1978/79	3,529
	1979/80	3,843
	1980/81	5,569
	1981/82*	6,489

2. Freight Services

The MTC monitors freight services in Northern Ontario, with particular emphasis on the freight rates. However, there is no direct involvement in providing services.

The ONR Cochrane-Mosonsee service is the basic route for most supplies for the James Bay coastal communities and thus is of vital importance.

Rail freight services are generally considered necessary for major resource development projects due to the bulk and volume of materials processed. These materials tend to be moved by unscheduled trains.

G) Pipelines

MTC involvement in gas and oil pipelines is through the Ontario Energy Board where Ministry review is invited for new gas and oil pipeline proposals. Direct MTC involvement will occur if any solids, pipeline proposals, come forward; i.e. coal slurry, woodchips, etc. No proposals exist at the present time.

The existing pipelines in Northern Ontario, which are all below the 50th parallel, are the responsibility of the Federal Government due to their inter-provincial nature.

NORTHERN ONTARIO COMMUNITIES
ACTIVITIES and SERVICES

Community	1982 ⁿ Pop Ref. Mun. Directory	Transportation Services								Comments
		Munic. Roads	Munic. Transit	Airport	Air Services	Bus Services	Rail Pass. Services	Rail Freight Services	Truck Services	
Moosonee	1,277			A	2		X	X	L	
Pickle Lake	1,029			X	2	X			X	
Red Lake	2,146	X		A	2	X			X	
Moose Factory		X			3		X		L	
Fort Albany				X	2					
Kashechewan				X	2					
Attawapiskat		X		X	2					
Winisk				X	2					
Fort Severn				X	2					
Balmertown	1,966	X				X			X	
Ear Falls	2,056	X			3	X			X	
Sioux Lookout	2,974	X		A	2		X	X	X	
Nakina	976	X		A	3		X	X	X	

Community	1982 n Pop Ref. Mun. Directory	Transportation Services								Comments
		Munic. Roads	Munic. Transit	Airport	Air Services	Bus Services	Rail Pass. Services	Rail Freight Services	Truck Services	
Sandy Lake				X	2					
North Spirit Lake					3					
MacDowell Lake				X	3					
Deer Lake					3					
Poplar Hill				X	3					
Pikangikum					3					
Cat Lake										
Slate Falls					3					
Lac Seul										
Big Trout Lake				X	2					
Angling Lake										
Bearskin Lake				X	3					
Sachigo Lake				X	3					
Muskrat Dam					3					
Kasabonika				X	3					
Kingfisher Lake										
Wunnumin					3					
Round Lake				X	2					
Fort Hope										
Lansdowne				X	3					
Webquie				X	3					
Ogoki				X	3					
Summer Beaver					3					

B) Air Services Update:

Amstong Airport

The airport is currently leased to a private operator, Superior Airways, by Transport Canada. Transport Canada perceives no "national" need for the airport and since the lease arrangement is not working to their satisfaction, Transport Canada proposes to dispose of the airport. The Ministry has discussed the future disposition of the airport with Transport Canada and it is now a Provincial Remote Airport.

PROJECTS NORTH OF 50° PARALLEL

COMPLETED OR UNDERWAY - 1979-1982 INCLUDED

PROVINCIAL HIGHWAY PROGRAM

<u>Highway</u>	<u>Year</u>	<u>Work</u>
599	1982	3 bridge deck expansion joints waterproofing and paving south of Secondary Highway 646
599	1982	From south limit Osnaburgh I.R. 63B northerly to Secondary Highway 646 Resurf. and GD - 32.2 km
808	1982	From Secondary Highway 599 northerly to Umex Mine entrance 3.0 km Resurf. & GD - Funded by NORTC
105	1982	From 2.1 km N of Tert. Rd. 804 N to Stone Creek Br., 54.3 km Resurf. & GD
527	1981	From 81 km N of Tert. Rd. 811 northerly for 5.6 km GD, Drainage, GB and Structures
584	1981	From 37 km N of Geraldton N to Secondary Highway 643 for 24 km GD, Drainage & GB
105	1981	From 0.9 km N of Tert. Rd. 804 to Stone Creek 56.5 km Resurf. & GD
664	1981	From 5.2 km W of Hwy 72 W to Hudson, 12.4 km GD, Drainage, GB and Paving
618	1981	From Red Lake W incl. 1.2 km on Highway 105, 12.9 km GD, Drainage, GB & Paving
527	1980	From Arnstrong S. including prime and surface treatment, 37.7 km GD, Drainage & GB
584	1980	From 37 km N of Geraldton N GD, Drainage & GB for 32.8 km

PROVINCIAL HIGHWAY PROGRAM (Cont'd.)

<u>Highway</u>	<u>Year</u>	<u>Work</u>
105	1980	From 31.1 km N of Hwy 17 N, 29.9 km GD, Drainage, GB & Paving
618	1980	From Hwy 105 W, 11.9 km GD, Drainage, GB & Paving
664	1980	From 5.2 km W of Hwy 72 W, 11.6 km GD, Drainage, GB & Paving
527	1979	From 24.9 km S of Armstrong S, 12.9 km GD, Drainage & GB
527	1979	Armstrong southerly, 24.9 km GB
599	1979	From 3.0 km N of Sturgeon River northerly, 11.1 km GD, Drainage & GB
584	1979	From 37 km N of Geraldton to Nakina 22.0 km GD, Drainage, GB & Paving
527	1979	Armstrong southerly, 37.8 km Prime & Surface treatment
105	1979	From 32.2 km N of Hwy 17 N, 32.2 km GD, Drainage, GB & Paving
71	1979	12.0 km S of Sioux Lookout, 12.0 km GD, Drainage, GB & Paving
527	1978	From Armstrong Southerly, 15.5 km GB, incl Prime & Surface treatment
105	1978	From 18.0 km N of Hwy 17 for 31.0 km northerly GD, Drainage, GB & Paving
72	1978	From 47.0 km N of Hwy 17 to Patricia Corners 12.0 km GD, Drainage GB & Paving
664	1978	From Highway 72 W 5.2 km Resurf.

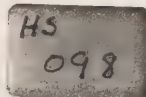
ACCESS ROAD PROGRAM

<u>Year</u>	<u>Location and Work</u>	
1981	Marchington Lake Road Structure 1.0 km - Funded by MNA	
1980	Marchington Lake Road - From Secondary Highway 599 westerly, GD, Drainage & GB	15.5 km
1980	Marchington River Structure	0.8 km
1979	Marchington Lake Road from Secondary Highway 599 westerly GD, Drainage & GB	15.8 km
1979	Marchington Lake Road - From 21.9 km N.E. of Secondary Highway 642 easterly GD, Drainage & GB incl. Prime & Surface treatment	15.3 km
1978	Marchington Lake Road - From 1.8 km N.E. of Sioux Lookout N.E. incl 6.6 km of crushed gravel GD, Drainage & GB	13.5 km
1978	Marchington Lake Road - From 21.9 km N.E. of Sioux Lookout N.E. GD, Drainage & GB	16.9 km
1978	Marchington Lake Road - From 38.8 km N.E. of Sioux Lookout N.E. incl Prime & Surface treatment, GB	47.3 km



Ontario

Rec'd Dec 2/82



Ministry of
Transportation and
Communications

TELECOMMUNICATIONS SERVICES

IN NORTHERN ONTARIO

Addendum to 1977 Submission
Royal Commission on the Northern Environment

Ministry of Transportation and Communications
November, 1982

Telcommunications Services in Northern Ontario

Addendum to 1977 Submission

Introduction:

In 1977 the Ministry of Transportation and Communications submitted a report on communications services in Northern Ontario to the Royal Commission on the Northern Environment. Since the release of the 1977 report, notable changes have taken place with regard to northern communications services, which necessitate an update of the former report. These changes have occurred primarily as a response to efforts by the Federal and Ontario Governments to improve the communications environment in Northern Ontario.

A. Telephone

The Ministry of Transportation and Communications, in conjunction with Bell Canada and the Ontario Northland Transportation Commission, introduced the Remote Ontario Telecommunications Program in 1974, to provide reliable telephone services to northern communities. The Program has since been completed, establishing a basic telephone system in the more remote areas of Ontario's North. As a result, telephone services are now available to over 95% of northern Ontario's population.

With the basic telephone system in place, the provision of long distance dialing has become a major telecommunications task in Northern Ontario. The availability of this service has increased in areas south of the 51st parallel. However, communities above the 51st parallel still must rely on operator assistance for long distance calls.

Although northern telephone services have improved over the past five years, a number of problems still remain, such as:

- the high cost of maintaining and upgrading existing telephone systems, and;
- the inability of existing telephone plant to provide reliable top quality data communications services.

B. Broadcasting

The availability of radio and television services in northern Ontario has increased dramatically since 1977. A major contribution to the development of the northern broadcast sector has been the introduction of CANCOM services. CANCOM (Canadian Satellite Communications Inc.) is a consortium of Canadian broadcasters which distributes radio and television programming by satellite to communities currently receiving two or less television signals. The CANCOM package includes four television signals (3 english,/1 french) and five radio signals (3 english/2 french). As a multi-channel satellite service, CANCOM is capable of serving a number of isolated communities, where reception of broadcast signals via microwave or cable is unfeasible.

The Canadian Broadcasting Corporation's Accelerated Coverage Plan has continued to extend CBC radio and television services to qualified communities in Northern Ontario. (i.e. communities with a population of 500 or more). The CBC Plan is now nearing completion, and has represented a solid commitment to the expansion of broadcasting in the North.

Through a direct broadcast satellite experiment which began in 1979, TV Ontario has been able to offer educational and entertainment programming to a large number of northern communities. Currently, over 80 percent of Northern Ontario's population receive the TVO signal. It is anticipated that the TV Ontario/ Ministry of Northern Affairs "Television Extension Assistance Program ", established in 1981, will provide the opportunity for the remaining 19 percent of northern residents to receive TVO programming.

C. Availability of Prime Power

The Ministry of Transportation and Communications has continued to fund the installation and provision of diesel power generators in a number of northern communities where conventional power supply can not be achieved. The primary function of these generators is to supply power necessary for the operation of local telephone systems. However, in many communities the electrical power is used for other purposes as well.

While the provision of electrical power is no longer a major concern for many northern Ontario communities, the high cost of maintaining existing power generators has been, and continues to be a problem which must be resolved between M.T.C., Ontario Hydro, Ministry of Energy and the Ministry of Northern Affairs.

D. Involvement of Native Peoples

The availability of native language programming has been greatly enhanced within the past few years. Wa Wa Ta, a non-profit organization serving over 40 communities in Treaty #9, has established a native language radio network. This network consists of 24 radio stations, currently operating in northern native communities. It is anticipated that within the year Wa Wa Ta's radio network will be complemented with native language television programming.

Conclusion:

As indicated, communications services in Northern Ontario have improved dramatically within the past five years and with the development of such new technology as direct broadcast satellite, northern residents will continue to enjoy reliable, diverse communications services.

For instance, Northstar Home Theatre is currently developing a Canadian pay-television package for delivery by direct broadcast satellite (DBS) to northern households beyond the reach of cable and microwave. If approved by the Canadian Radio-Television Telecommunications Commission, this service will be made available by late 1983.

As well, the CRTC is currently considering applications by CANCOM and Norcom to distribute four U.S. network signals (CBS, ABC, NBC AND PBS) via satellite to remote northern communities. This service would complement the existing CANCOM service whereby northern residents receive four Canadian network signals by satellite.

NORTHWESTERN ONTARIO COMMUNITIES

ACTIVITIES and SERVICES

COMMUNICATIONS SERVICES						
Community	1980 Pop'n ref. Mun. directory	Telephone	Telephone	Radio	Television	Cable
		Local Exchange	Long Distance			
<u>X - Services Available</u>						
<u>DISTRICT OF KENORA</u>						
Balmertown	1,966	X	X	X	X	
Dryden	6,453	X	X	X	X	X
Ear Falls	2,056	X	X	X	X	X
Ignace	2,285	X	X	X	X	X
Keewatin	1,815	X	X	X	X	
Kenora	9,640	X	X	X	X	X
Machin (Vermillian Bay)	1,093	X	X	X	X	
Red Lake	2,146	X	X	X	X	X
Sioux Lookout	2,974	X	X	X	X	X
<u>DISTRICT OF RAINY RIVER</u>						
Atikokan	4,703	X	.	X	X	X
Emo	1,016	X		X	X	
Fort Frances	8,787	X		X	X	X
La Vallee	985	X		X	X	
Rainy River	1,051	X		X	X	

ACTIVITIES and SERVICES

COMMUNICATIONS SERVICES						
Community	1980 Pop'n ref. Mun. directory	Telephone Local Exchange	Telephone Long Distance	Radio	Television	Cable
<u>X - Services Available</u>						
<u>DISTRICT OF THUNDER BAY</u>						
Beardmore	625	X	X	X	X	X
Dorion	456	X	X	X	X	
Geraldton	2,901	X	X	X	X	X
Longlac	2,329	X	X	X	X	
Marathon	2,317	X	X	X	X	X
Manitouwadge	3,084	X	X	X	X	X
Nakina	976	X	X	X	X	
Neebing	748	X	X	X	X	
Nipigon	2,466	X	X	X	X	
Red Rock	1,530	X	X	X	X	X
Schreiber	1,937	X	X	X	X	X
Terrace Bay	2,560	X	X	X	X	X
Thunder Bay	111,949	X	X	X	X	X

NORTHWESTERN ONTARIO COMMUNITIES
ACTIVITIES and SERVICES

COMMUNICATIONS SERVICES						
Community	1980 Pop'n ref. Mun. directory	Telephone	Telephone	Radio	Television	Cable
		Local Exchange	Long Distance			
<u>X - Services Available</u>						
<u>DISTRICT OF ALGOMA</u>						
Blind River	3,248	X	X	X	X	X
Elliot Lake	15,524	X	X	X	X	X
Iron Bridge	801	X	X	X	X	
Laird	845	X	X			
Macdonald & Meredith (Echo Bay)	1,466	X	X	X	X	
Michipicoten	4,578	X	X	X	X	X
North Shore (Spanish)	1,989	X	X	X	X	
Plummer (Bruce Mines)	520	X	X	X	X	
Sault Ste. Marie	81,355	X	X	X	X	X
St. Joseph (Richards Landing)	944	X	X	X	X	
Thessalon	692	X	X	X	X	
Wicksteed (Hornepayne)	1,721	X	X	X	X	X
White River	1,087	X	X	X	X	X

NORTHWESTERN ONTARIO COMMUNITIES

ACTIVITIES and SERVICES

COMMUNICATIONS SERVICES

Community	1980 Pop'n ref. Mun. directory	Telephone	Telephone	Radio	Television	Cable
		Local Exchange	Long Distance			

X - Services Available

DISTRICT OF COCHRANE

Black River (Matheson)	3,408	X	X	X	X	
Cochrane	4,705	X	X	X	X	X
Eilber & Devitt (Mattice)	1,188	X	X	X	X	X
Fauquier	1,449	X	X	X	X	
Hearst	5,373	X	X	X	X	X
Iroquois Falls	6,347	X	X	X	X	X
Kapuskasing	11,933	X	X	X	X	X
Moosonee	1,277	X	X	X	X	
Opasatika	688	X	X	X	X	
Smooth Rock Falls	2,328	X	X	X	X	
Timmins	44,513	X	X	X	X	X

NORTHWESTERN ONTARIO COMMUNITIES

ACTIVITIES and SERVICES

COMMUNICATIONS SERVICES						
Community	1980 Pop'n ref. Mun. directory	Telephone Local Exchange	Telephone Long Distance	Radio	Television	Cable
<u>DISTRICT OF MANITOULIN</u>						
Gore Bay	778	X	X	X	X	X
Little Current	1,517	X	X	X	X	
<u>DISTRICT OF NIPISSING</u>						
Bonfield	1,723	X	X	X	X	
Cache Bay	678	X	X	X	X	
Caldwell (Verner)	1,714	X	X	X	X	
Field	638	X	X	X	X	
Mattawa	2,686	X	X	X	X	
North Bay	50,900	X	X	X	X	X
Sturgeon Falls	6,208	X	X	X	X	X
Temagami	1,244	X	X	X	X	
<u>DISTRICT OF PARRY SOUND</u>						
Burk's Falls	865	X	X	X	X	
Parry Sound	6,026	X	X	X	X	X
Powassan	1,182	X	X	X	X	
South River	1,114	X	X	X	X	
Sundridge	751	X	X	X	X	
Trout Creek	621	X	X	X	X	

NORTHWESTERN ONTARIO COMMUNITIES
ACTIVITIES and SERVICES

NORTHWESTERN ONTARIO COMMUNITIES						
ACTIVITIES and SERVICES						
COMMUNICATIONS SERVICES						
Community	1980 Pop'n ref. Mun. directory	Telephone Local Exchange	Telephone Long Distance	Radio	Television	Cable
X - Services Available						
DISTRICT OF SUDBURY						
Chapleau	3,252	X	X	X	X	X
Cosby, Mason & Martland TWP's (Noelville)	1,564	X	X	X	X	
Espanola	5,760	X	X	X	X	X
Hagar (Markstay)	1,029	X	X	X	X	
Massey	1,311	X	X	X	X	
Ratter & Dunnet (Warren)	1,542	X	X	X	X	
Sudbury	159,701	X	X	X	X	
Webbwood	518	X	X	X	X	X
DISTRICT OF TIMISKAMING						
Armstrong (Earlton)	1,452	X	X	X	X	
Cobalt	1,786	X	X	X	X	X
Englehart	1,709	X	X			
Haileybury	4,941	X	X	X	X	X
Kirkland Lake	12,047	X	X	X	X	X
Larder Lake	1,103	X	X	X	X	
Matatchewan	518	X	X		X	
McGarry	1,313	X	X	X	X	
New Liskeard	5,489	X	X	X	X	X

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WPLUP: LOOKING FORWARD OR STEPPING BACKWARDS?

Prepared for:

THE ROYAL COMMISSION
ON THE NORTHERN ENVIRONMENT

by:

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This report has been prepared with the financial assistance of the Royal Commission on the Northern Environment. However, no opinions, positions or recommendations expressed herein should be attributed to the Commission. They are solely the responsibility of Parks For Tomorrow.

December, 1982.

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1. INTRODUCTION

1.1 THE COMMISSIONER'S OBJECTIVES

In his letter of July 5, 1982 to Ontario residents, the Commissioner said he would be making recommendations on two aspects of the northern environment:

1. the manner in which development should take place in Ontario north of 50°, and;
2. how decisions about such development should be reached.

He further stated that his inquiry in the winter of 1982/83 would be:

- (a) focusing on those aspects of development involving the allocation, use and management of natural resources;
- (b) investigating ways of insuring that resource-based development proceeds in a manner that is more orderly and beneficial and less damaging in its economic, social and natural environmental effects and;
- (c) identifying opportunities to improve the procedures for reaching decisions about development and environmental protection, and to secure more effective public participation in those procedures.

1.2 PARKS FOR TOMORROW'S OBJECTIVES

Parks For Tomorrow is an independent northwestern Ontario organization formed in mid-March, 1982 specifically in response to the Ministry of Natural Resources Strategic Land Use Plan-District Land Use Plan (SLUP-DLUP) process. Our original goal was to ensure solid public response to MNR's District Land Use Plan process in general and support for parks in particular. This goal has been expanded to include public response to the Royal Commission on the

Northern Environment since our expertise and activities enable us to make informed public comment on the subject matter of the Commission's inquiry.

1.3 THE SUBSTANCE OF THIS SUBMISSION

Our comments in this submission relate to the Commissioner's objectives noted above and are based primarily on our analysis and evaluation of the Ministry of Natural Resources's West Patricia Land Use Plan (WPLUP).

This plan is potentially the most influential force affecting development north of 50°.

The Commission's influence on events will be insignificant if it does not address WPLUP comprehensively, critically, and forcefully.

We examine the real intent of WPLUP and propose that this intent is wrong and should be changed. We highlight the irrationality of having two provincially sponsored, concurrent exercises affecting the same aspects of this region. We comment on public participation for WPLUP and RCNE and make proposals for more effective public participation. And we comment in general on uses of the region's resources. Following from these analyses and evaluations are recommendations for the Commissioner's consideration. An appendix includes copies of Parks For Tomorrow's briefs to MNR on the Red Lake, Sioux Lookout, and Geraldton District Land Use Plans.

1.3.1 Our Recommendations

Our recommendations fall into two groups. First, are broad,

generalized recommendations directed specifically at the Royal Commission on the Northern Environment. These recommendations, specifically address the concerns outlined in the Commissioner's terms of reference and his letter of July 5, 1982. Second, and no less important, are the 118 recommendations contained in the appendix which were presented to the Ministry of Natural Resources last summer. These recommendations include both generalized and very specific suggestions. They all deal with WPLUP! Therefore they all deal with items within the Commission's purview. The Commission would be negligent if it ignored these because they were originally made to the Ministry of Natural Resources and, thus, are not new.

2. THE REAL INTENT OF WPLUP: EXPLOITATION AT ANY COST

The announced intent of WPLUP is "the identification of appropriate land and water areas where various Ministry programs will be carried out over a long time" (WPLUP p.4.). As we have shown in some detail in our responses to the MNR's Red Lake, Sioux Lookout, and Geraldton DLUP's (see appendix), the real intent of the SLUP-DLUP exercise, at least within the Ministry, is not the same as the announced intent (e.g. see: Section 2.2 Anti-Park Bias p. 9-12; Section 2.3.1 Parks Targets vs. Targets for Other Uses p. 13-16; Section 2.8 Conflicts With Mining Interests p. 64-66; and in the section on Northwestern Region -- Section 3.1.3 Multiple Use p. 76; Section 3.3 Anti-Park/Pro-Exploitation Bias p. 93-96; Section 3.4 Misleading Targets p. 97).

We show that throughout the SLUP-DLUP process (consisting of target setting, avoidance of conflict, between resource uses, resolution of conflicts, selection of possible and preferred options, Ministry staff attitudes, and the tone of the documents) there is a pronounced, deep-set, and intentional bias toward the interests of the resource exploitation industries (forestry and mining in particular).

This pro-exploitation bias produces effects that have little to do with development proceeding "in a manner that is more orderly and beneficial and less damaging in its economic, social and natural environmental effects" and much to do with ease of exploitation and short-term profit margins. The interests of communities are rarely given real value by exploitation industries. Exploitation industries, abetted by the government, look upon the region's resources as theirs and not the people's, so that any non-exploitative land use is considered by industry and government as a "withdrawal" from their resources. The interests of native residents are given scant attention. Not only have social and

environmental effects been given low priority in the past; there is little to indicate that MNR really wants to change this.

2.1 MNR POLICIES

MNR has a plethora of nice sounding regional policies, such as:

- (a) "the Crown owned resources...will be administered in the best interests of the province as a whole, including the special interests of the residents of the areas where the resources are located" [The Public Interest, NWSLUP, p. 4];
- (b) "...adverse environmental impacts will be minimized and appropriate rehabilitation actions will be undertaken as required" [Environment, NWSLUP, p. 4] and;
- (c) "the paramount concern in land and water management is the allocation of land and water to ensure the most effective and efficient use, and to best satisfy the needs of all government programs as well as the needs of the private sector compatible with government programs" [Multiple Use, NWSLUP, p. 8].

The end result of the WPLUP process will legitimize the land use compromises and practices which put the interests of the resource exploitation industries well ahead of other interests, regardless of the negative long term effects on the region's resources, economy, environment, and people.

RECOMMENDATION

That the Commissioner strongly urge that the Minister of Natural Resources revise the West Patricia Land Use Plan to eliminate the pro-exploitation, anti-park bias by ensuring that parks target achievement falls in the same range (90 percent or higher) as that for other programs.

3. RCNE AND WPLUP: IGNORING THE OBVIOUS

Plainly and simply, two concurrent government sponsored exercises affecting the same elements of the same area -- the people, economy, resources, and environment of Ontario north of 50° -- is ludicrous, counter-productive, and irrational. We fault the provincial cabinet most for authorizing or allowing the situation to arise and we fault both RCNE and MNR for apparently being unable or unwilling to address and resolve this duplication of purpose and effort.

One integrated study of the economic, social, and environmental issues of the region to establish a solid basis for planning its future was surely desirable and possible.

Alternatively, there seems little reason that RCNE could not have finished its work more promptly and MNR could not have scheduled its work to follow and take into account the findings of RCNE. Obvious as such steps are, neither the cabinet, the Minister of Natural Resources, the Commissioner, nor their staffs have taken them.

Instead, two exercises that could have had considerable beneficial effects for Ontario north of 50° remain separate, aloof, and counter-productive. Ontario north of 50° will be the loser.

RECOMMENDATION

1. *That the Commissioner and the Minister of Natural Resources immediately negotiate and make public an agreement which will:*

- (a) set deadlines for completion of the West Patricia Land Use Plan and the Commissioner's recommendations and;*
- (b) arrange the schedule so that the finalized WPLUP can take*

- into account the Commissioner's recommendations and;
- (c) arrange for the entire process to be completed no later than Dec. 31, 1983, so that full Environmental Assessment Act review can begin by February, 1984.

4. WPLUP AND THE ENVIRONMENTAL ASSESSMENT ACT

Development on the immense scale proposed in WPLUP should be subject to full review under the provisions of the Environmental Assessment Act. The social and environmental fabric of the area is too fragile to withstand the use patterns applied further south. MNR should be fighting to have WPLUP receive full environmental assessment if it really "has commitment to the maintenance and improvement of environmental quality..." (WPLUP, p. 9). In fact the reverse is true. MNR is fighting hard to avoid full environmental assessment, especially on forestry matters. Of course, cutting is the single most environmentally disruptive force MNR proposes in WPLUP.

RECOMMENDATION

1. That the Commissioner recommend in the strongest possible terms to cabinet, and especially to the Ministers of Natural Resources and Environment, that every aspect of the West Patricia Land Use Plan be subject to full review under all applicable terms of the Environmental Assessment Act.

5. WPLUP: A GENERAL MEASURE OF THE PLAN

The West Patricia Land Use Plan (WPLUP), must be judged. But how and against what standard? It could be judged against the wishes of people in the area as they were expressed to the Commission in its initial stages. We believe WPLUP ignores those wishes. It could be judged against the requirements of the Environmental Assessment Act, in which case WPLUP is a failure. One of the most illuminating standards against which to judge it are the "Guidelines For Land Use Planning" (1980), the measure of planning which MNR set for itself.

Judged against this standard, WPLUP is a failure. Remarkably, MNR's own assessment of the Northwestern Ontario Strategic Land Use Plan (NWSLUP), of which WPLUP is but a part, confirms our view. That assessment is contained in the "Douglas Report", an internal MNR document, never released but which appeared in our mail. What follows is a comparative assessment of WPLUP by ourselves and Douglas in terms of the nine "Planning Principles" (p. 6-7) set forth in the "Guidelines for Land Use Planning" (1980).

PRINCIPLE 1. "Plans are made to achieve objectives. These must be clearly identified in the planning process."

In a narrow sense, WPLUP successfully meets this principle. Objectives are set and they are generally met except in the case of parks. Measured against a broader view it fails for exactly the reasons Douglas identified in this quote: "Weaknesses primarily exist where provincial policies are either lacking or ill-defined." Considering that MNR had only one provincial policy statement, duly accepted by the Ministry at the time NWSLUP and WPLUP were written, Douglas' assessment seems unusually kind. That single statement

was "Ontario Provincial Parks -- Planning and Management Policies," more commonly known as the "Blue Book". As we outline in the appendix (p. 2-4, 9-33) the open house process and related Blue Book review by MNR was an attempt to dismantle and/or subvert and/or ignore this single, sensible, comprehensive policy statement. Incredible! Instead of developing other sensible, comprehensive policy statements like the Blue Book, MNR chose to try and bring all policy to the lowest common denominator -- no clearly stated policy at all, leaving only the implicit policy of maximizing exploitation (see appendix, p. 60-63).

Since that time a "Fire Management Policy" has been adopted and was made public in July. It is so general that it can be interpreted to permit almost anything.

MNR presents NWSLUP as a policy statement but it serves that purpose in name only. It was developed in haste, without careful review. The result ranges from contradictions to the ludicrous. As an example of the former, take the forest reserves statement which was modified during the summer (a mere few months after adopting the policy) to include the concept of "no-cut reserves". Yet a truly classic example of bureaucratic doublespeak remains: "Few, if any, of these areas should be considered as not being available for timber or mineral purposes." We decipher that to mean "no-cut reserves" will be cut. In fact, we understand that a study is now being done on the subject.

An example of the ridiculous is moose targets. All eleven districts in northwestern planning region, including the WPLUP districts, have some part of their moose head in serious trouble. Solution? Set moose targets 3-7 times current harvest levels. Because of a lack of coherent moose policy MNR is the butt of moose jokes province-wide -- many of them created by MNR personnel.

So MNR set objectives and shows in WPLUP to what degree those objectives will supposedly be met. But because the objectives were developed in the absence of coherent, comprehensive provincial and regional policies, they often are a farce, even though they appear to be met.

PRINCIPLE 2. "Public participation is essential in the planning process."

But what kind of public participation?

It is very true that MNR made provision and attempted to involve the public in the process. Likewise, it is equally obvious to those who tried to involve themselves that it was ineffective public participation. This is not just our view but also that of Great Lakes Forest Products (GLFP), as expressed by their personnel at a public meeting June 15, 1982 in Thunder Bay.

The faults with MNR's public participation process could make a tome all on their own. Most of the mistakes are ones we, and a great many other people have told MNR about for years -- for time, upon time, upon time. Douglas identified a number of the problems well in advance of the public participation stage. So MNR had the wherewithal to create a good public participation environment and process. It chose not to.

The faults are widely known to the Commission through its observers at the WPLUP meetings so we will cite just a few here.

- (a) There was far too much information for the public to absorb given any amount of time and determination by an untrained person.
- (b) Even a trained person could not absorb it in the time available. Indicative of what MNR employees expected

from the process was the very real surprise expressed by a good number of MNR district managers, planners, foresters, etc. at our having read their optional plans. More surprising we found dichotomies and errors which they were unaware of, indicating they hadn't read and analysed their own plans.

- (c) The time allowed for response was inadequate, even for a fairly minor document let alone this major one.
- (d) MNR turned this land use planning process into a parks vs. timber planning process. The general public, ourselves and GLFP (June 15 public meeting) all agree on that. This puts unusually long odds on parks becoming a reality in the WPLUP area. It also polarized the issue, diverting attention away from the need to implement new planning imperatives.
- (e) The language of advertising for the open houses and all documents was pure bureaucratese. It is a foreign language to most people and something the remainder read only under duress. Thus, MNR material was usually a turn-off, not a come-on.
- (f) In attempting to avoid controversy at all costs, MNR personnel developed a process with minimal appeal. The public stayed away in droves. The native population boycotted the exercise.

PRINCIPLE 3. "The planning process must include distinct points where options are considered and full disclosure is given of the consequences and trade-offs associated with each option."

MNR presented options all right but they were only parks options vs all other user targets. In the options it was always the impact of parks on timber targets, moose targets, fishing

targets, etc. Never, was there ever a measure of the impact of other targets on parks. Parks were always shown taking something away from other user groups, never the reverse. Parks were always "bad". Mining, logging, trapping, fishing and hunting targets were always implicitly and clearly "good". This is not only slanted but simplistic and unfair to many other interests than parks.

Really, the problem is not which options were presented but which options were not presented. Where is an option that maximizes native aspirations for the area? Where is the option that maximizes environmental protection and adherence to the principles of the Environmental Assessment Act? Where is the option that favours small business and thus maximum employment creation?

The options presented favour big, multinational, corporate business over all other users. The options presented favour grabbing a resource and trotting it elsewhere for processing, refining, and manufacture.

Thus options are presented that have clear choices but they are exceptionally narrow and self-serving to the status quo of multinational corporations. By and large, they ignore local people, local aspirations, the environment, and maximum employment creation.

Perhaps most damning of all, though, is Douglas' conclusion: "Both plans (NWSLUP and NESLUP) were done 'in house' and the public was not provided with documentation of the analyses which were undertaken, nor an explicit list of criteria used in developing and evaluating options". In other words, have faith in big brother. Frankly, we don't. Based on the record to date, especially in the case of forest and fish and wildlife management, we shouldn't.

PRINCIPLE 4. "Planning is a dynamic process."

It surely is! Trying to keep up with the proliferation of revisions and new options, which continue right up to this writing, has been like trying to nail jelly to the wall.

We have already cited the forest reserves that are to be cut, some of which were not to be cut -- in some districts -- and which is now under study. The situation is far worse for parks. Whenever a park candidate comes under pressure from an MNR administrator, forester or geologist a chunk gets lopped off in an attempt to appease and salvage something. Some candidates have had boundaries slashed six times in various reviews. Too rarely are the consequences of that axing studied to be sure that the park values involved are still present. There is little time for study. Almost never is there a weighing of park values lost against timber or mining or other values gained. This is done because parks are "bad" and other values "good", a value judgement with which we naturally disagree.

Then there are the park candidates which are eliminated in one review, which thankfully get reinstated in another, only to be eliminated at the next review, or put into suspended animation in that category of candidates "deferred indefinitely". Almost nobody can keep up. Never is time available to examine the issues dispassionately and properly.

Yes, planning is dynamic. It is the dynamics of desperation which so often leads to political, social and economic harm just a few months or years ahead. This plan is supposedly adequate for the next 18 years. Almost assuredly it will not be so.

While WPLUP has exhibited exceptional dynamism in the sphere

of parks and "forest reserves", it has been unusually rigid in other areas. For instance, timber targets are quite simply "the total annual available wood supply." The same holds for minerals, commercial and sport fish, bear, etc. Those targets have never varied, never wavered.

PRINCIPLE 5. "Plans must be made for a long term and should provide for future options."

Douglas' conclusion is that "future options are not evident in either document (NWSLUP, NESLUP and, we would add, WPLUP). Present targets appear to require most of the land base, except in the most northerly districts".

We agree! Nowhere can we find provision for future options. Implicitly, some future options will exist in the WPLUP area because of a lack of road or rail development. That will happen totally by accident, not by plan design.

The "Reed Tract" is a perfect case of how future options are being ignored. All MNR district plans and foresters acknowledge a shortfall of conifer, especially spruce, to supply current mill capacity but point to an overall wood surplus when hardwoods are included. One might suppose that in order to help solve the conifer shortfall problem the Reed Tract would be held in reserve to help supply mills in Kenora, Fort Frances and Dryden, and, with some changes in license boundaries, mills in Thunder Bay. Nothing so rational is planned. NWSLUP (p. 23-25) clearly expects and accepts new mill expansions. Obviously the wood supply for those expansions can only come from the Reed Tract. In short, this approach will exacerbate the wood shortage problems for new and existing mills, not alleviate them by leaving future options open -- by leaving the Reed Tract uncommitted for the time being. We

are told that negotiations to assign the Reed Tract to GLFP's Dryden mill have been going on for some time and in fact, may already be concluded with announcement of the deal just waiting an upturn in the economy. So much for options (See also the appendix, p. 56-59).

PRINCIPLE 6. "Planning decisions should be made through a hierarchy of planning areas where broad decisions are made before detailed decisions."

Both Douglas and we agree that, generally, this has been done in the case of NWSLUP and WPLUP. But because the proper hierarchy has been adhered to, it does not follow that appropriate decisions have been made. Quite the contrary, bad planning has resulted because the other eight planning principles have been denied.

While hierarchical planning appears to have been achieved, in reality it may well not be when the plans are implemented. This will happen because the districts had their targets imposed from above with little consultation (appendix, p. 2-8, 70-73). The districts despise many targets and may well attempt to avoid implementing them when the time comes or drag their feet on implementation or provide mere lip service to the targets. This seems especially likely for parks in the WPLUP districts.

PRINCIPLE 7. "The public good must take precedence over the individual good."

Few would argue the point. It is a basic tenet of democracy. But what public? What good?

Clearly the public served by WPLUP and NWSLUP is first and foremost one of multinational corporations with their offices in

southern Ontario and their markets far removed from West Patricia. Except for parks! The multitude of people in southern Ontario who have supported parks, especially wilderness parks, in the north have had their letters, their views, publicly discounted by MNR bureaucrats because they aren't local. The views of a multinational corporate president, usually from Southern Ontario, counts beyond all measure. The views of hundreds of Southern Ontarians desiring parks count for little in the minds of district managers in the WPLUP area. The double standard works all ways. As long as a northerner's views agree with the corporate, hewer of wood and drawer of minerals view, those views count. Let, northern trappers, environmentalists, natives, loggers, parks advocates, miners, naturalists or paper mill workers present a contrary view, it is discounted. It is discounted, despite the strong assertion of every MNR senior bureaucrat in northwestern Ontario that the quality of the submissions would count for significantly more than large numbers of simplistic views. Parks for Tomorrow has been told by a number of MNR personnel that our submission on NWSLUP and WPLUP was the most carefully thoughtout, highest quality one received. Yet our views received little support from the very senior bureaucrats who said quality could count, despite the fact that Parks for Tomorrow members are local trappers, miners, environmentalists, mill workers and parks advocates.

PRINCIPLE 8. "Plans must identify land so that the most efficient use is made of land as it relates to the objectives."

This idea is then expanded upon to show that "efficient" means economic efficiency but, strangely, the concept of cost-benefit is never directly mentioned. The document goes on to state: "when a whole set of objectives is to be met the simple rules of efficiency [which are never spelled out] must be modified to allow for the

overall or net long term cost." What music to the ears of thinking people! What hopes principle 8 raises for sound resource management! All hopes and all music are dashed!

There is not a single economic statement in NWSLUP or WPLUP! Nowhere is there even a single shred of evidence showing that economic principles or analyses were ever applied to any of the policy, optional plans or decisions taken, in the NWSLUP - WPLUP process. What abdication of duty! The total ignoring of economics in WPLUP is a major scandal.

Were proper economic analysis done, it is nearly certain that net long term costs would dictate: that logging should not occur on many areas; that Environment Canada and MNR would not be building roads for companies in many areas (see appendix, page 67-69); that large multinational corporations would not be favoured over small local business; that the lumber industry would not intentionally be being phased out at the expense of pulp and paper; that the export of nearly raw products would not be favoured over more manufactured goods and; that tourism would not be readily ignored by MNR. Most important of all, thorough economic analysis would show that many parks make economic sense as well as really good sense from a whole host of other viewpoints.

Without proper, thorough economic analysis, set forth in understandable, bottom line terms, NWSLUP-WPLUP is not a planning process at all. It is a farce and parks are unjustly bearing the brunt of this economic farce.

PRINCIPAL 9. "Plans must recognize that the natural environment has a limited ability to provide long term benefits and to withstand use."

Oh, how we wish WPLUP did that. Oh, how we wish that!

Douglas claims that "the 'Lands and Waters' and 'Environment' policies of both plans (NWSLUP and NESLUP) recognize this principle." Only in a very narrow sense is Douglas' assessment true.

Were that principle being recognized, there would be an immediate decrease of annual cutover area as the lands that we don't know how to regenerate were left uncut; as the lands that we poorly regenerate were left uncut and; as the timber mining characteristic of current logging turned into true sustained yield forestry.

Were that principle being recognized we would have MNR bureaucrats creating nature reserves and wilderness parks to protect rare or endangered species like caribou or to preserve samples of representative ecosystems instead of doing their damndest to destroy the park system plan.

Were that principle being recognized, MNR would not be assigning mining rights to virtually every significant accessible peat bog to Peat Resources Limited, in a land grab on a scale not seen in Ontario in a century (appendix, p. 64-66).

Were that principle being recognized, we would not see that "the major problem facing the lake trout fishery at the present time is one of exploitation" (WPLUP, p. 51). Nor would we see the statement that "the major problem facing the fishery at the present time is one of excessive exploitation on the more southerly lakes in Red Lake and Sioux Lookout Districts" (WPLUP, p. 48).

We could go on and on. The principle being followed is not

that the environment has a limited ability to provide long term benefits and to withstand use. Rather, it is this: if a resource is there, exploit it to the degree that social constraints allow, not what the resource allows. If trees are there, cut them as fast as possible until such time as you run out of trees or someone with a broader perspective starts questioning the practise. In which case, reign things in a bit. In the case of white pine, yellow birch and about half the lake trout waters in Ontario that reigning in has been too late. Within WPLUP there are signs that white spruce, sturgeon and lake trout are on thresholds. Black spruce is approaching a threshold. Goldeyes are probably already lost.

Resource administrators rarely lead social change. They normally follow in the wake of it. Principle 9 represents a fundamental social change which neither industry nor the MNR bureaucrats have accepted in the WPLUP area even though it is plain common sense. That is the most important of all reasons for creating the parks in WPLUP. To protect us from ourselves; from our greed; from our willingness to believe we know what is right for everything, including the WPLUP area. What if we find we are wrong? Should we have some insurance? Should we have some future options? The park candidates in WPLUP are that insurance; they are those future options.

To summarize, if WPLUP is to address the expressed wishes of people in the area as well as the area's environmental imperatives, then WPLUP will have to be totally revised and rewritten. It must properly and fairly meet all nine sound planning principles which MNR set itself. It can be done!

An excellent example of integration of uses is the Atikaki proposal in Red Lake and Kenora districts by the Atikaki Council. That proposal works hard to maximize and integrate social,

environmental and economic benefits while reducing social, environmental and economic costs to a minimum.

The government seems strangely reluctant to listen to reason in the case of two access roads pushing into the area of the Woodland Caribou candidate park (Atikaki). the Longlegged Lake road starts west of Ear Falls and proceeds northwest across Longlegged Lake and into the area of the Atikaki proposal. The Minaki Crown Timber access road also terminates in this area, starting at Redditt and proceeding north across the English River before its termination near Sydney Lake. The Ministry is apparently eager to proceed with the completion of these roads, in spite of strenuous objections from a number of interested parties.

Tourist camp operators are concerned that the Minaki road, along with the proposed spur to link it with the Longlegged Lake road, would provide road access to 22 fly-in camps, thus seriously jeopardizing the value of their businesses. These camps do an estimated three million dollars worth of business annually.

Native people at Grassy Narrows have long been concerned with road access to their community. The Minaki road would pass between that community and the reservation at Whitedog, providing outsiders with easy access to land traditionally used by native people, while at the same time failing to meet the expressed needs of the people at Grassy Narrows. So the native people in both communities are opposed to the Minaki road scheme.

Members of the Atikaki coalition have also seen the folly in these plans. Not only do these roads provide easy potential access to a candidate wilderness park, the road plan makes little economic sense. Why have two roads going into the same place? Back in 1977 Atikaki backers proposed the construction of a road to connect Red

Lake to Kenora. Such a road would maintain the integrity of park values and at the same time allow for shorter log hauling distances than the two roads MNR proposes. Such a road could cross the English River at Maynard Falls, where Ontario Hydro proposes to build a dam anyway. This would dovetail with Hydro plans, thus saving money. The Minaki road would have to cross the river and this would cost an estimated three million dollars -- a needless duplication of effort.

Furthermore, the communities of Ear Falls and Red Lake have long expressed interest in a shorter road link to Highway 17 which would cut the driving distance to Winnipeg. The Atikaki proposal would cut sixty kilometres off the drive to Winnipeg. And at the same time it would provide Red Lake with a fire exit, another road out of town, in case Highway 105 became impassable, as it did in the serious fire situation in 1980.

The Atikaki road idea surfaced as part of an integrated approach to land use planning for the area. An important reason for the Ministry's enthusiasm for the Minaki road stemmed from the fact that part of it had been built before it was even officially approved, so it gained its own momentum. All this in spite of the opposition of tourist operators, native people and park advocates who saw the road as detrimental to their interests!

This proposal merits the Commission's study as a practical example of integrated planning in the WPLUP area. The Commission should urge MNR to halt road construction and implement the Atikaki Council road plan. We understand copies are in the Commission's possession.

RECOMMENDATIONS

1. That the Commissioner notify the Minister of Natural Resources that the optional West Patricia Land Use Plans constitute a poor attempt to meet MNR's own Planning Principles and, in fact, fails to meet them.

2. That the Commissioner request that the Minister of Natural Resources direct his staff to revise the West Patricia Land Use Plan so that it fairly and properly meets MNR's own planning principles and thus becomes fairer to the West Patricia environment, its citizens and all Ontarians.

3. That the Commissioner urge the Minister of Natural Resources to immediately halt all construction on the Minaki and Longlegged Lake roads until a full Environmental Assessment Act review of both roads is completed or until MNR adopts the integrated plan for the area proposed by the Atikaki Council.

4. That the Commissioner urge that the Minister of Natural Resources confirm the 1978 edition of "Ontario Provincial Parks Planning and Management Policies" as official Ministry policy until such time as all MNR divisions produce similarly comprehensive policy statements, at which time all policy should undergo joint public review.

5. That the Commissioner urge the Minister of Natural Resources to revise the West Patricia Land Use Plan options so that distinct options are presented which clearly address native wishes for the area, the economies of small vs large business as well as environmental concerns and that each option include an economic analysis which shows real economic benefits and costs as well as estimating its social consequences. Options should be based on up to date resource inventories by capability classes.

6. That the Commissioner urge that the Minister of Natural Resources ensure that all resource harvests follow, without exception, the principle that no harvest is made unless managers can demonstrate that the resource can be returned to its former condition.

7. That the Commissioner urge the Lieutenant-Governor in Council to withdraw the memorandum of understanding between the Crown and the Reed Paper Company and its assigns, Great Lakes Forest Products, at least until:

- (i) a proper updated inventory is completed for the area and;
- (ii) it is clear which companies need what wood where in Northwestern Ontario to keep existing mills in operation and;
- (iii) all interested parties have had the opportunity to enter a public bidding process for rights to wood from the area.

6. WPLUP: SOME SPECIFIC MEASURES OF THE PLAN

There is a widely-held view of the West Patricia Land Use Plan in northwestern Ontario. People believe it's just a forum -- or perhaps a battleground -- for a fight between the forest industry and wilderness advocates. This perspective was accurately portrayed in public comment on the plan last summer. The Ministry of Natural Resources in Sioux Lookout received some rather shrill public response. Typical of the diversity of people's perceptions were the following comments:

"No more parks!...I make my living in the forest and so do many other people. Trees are a renewable resource, a park only wastes trees and jobs."

"I think this business is a big farce! If the forests were being regenerated there would be no reason to go into large tracts of forest land that could be left untouched...I think these proposals are a smokescreen to mask poor forest practices."

Despite this public profile, the West Patricia plan is the crucial culmination of a process begun ten years ago. Ontario's Strategic Land Use Planning (SLUP) process began in 1972 and was to be the Ministry's first attempt at developing a coherent and well thought out resource and land management policy. Originally slated for completion in 1975, we are now faced with a deadline of the end of this year -- by which time the Minister has indicated that all the district plans will be in place. The West Patricia plan is in fact two and one-half district plans designated to include the whole of the controversial "Reed Tract". This plan is certainly more than a testing-ground to gauge the political strength of pulp companies and parks advocates.

The plan is a blueprint for determining how one of the last

forest resource frontiers in Ontario will be developed over the next eighteen years. The pattern established now will be one we are going to have to live with well into the next century, like it or not.

A vast area's lands and waters -- and the people, plants and animals dependent on them -- will all be used so as "to best satisfy the needs of all government programs as well as the needs of the private sector compatible with government programs" (WPLUP, 1982a). So it's not simply a matter of MNR playing the role of referee between two distinct interest groups. The future of the commercial and sports fishery, the mining industry, tourist operators, wild rice harvesting, cottaging and an entire native culture are at stake in this planning exercise. Clearly, after ten years of planning we should be dealing with a comprehensive, forward-looking document. We should be thinking in imaginative terms, for the problems involved in the task are complex.

Last year a forest industry representative warned residents of northwestern Ontario of the hazards of permitting the existing wilderness to remain as wilderness, pointing with anxiety to land "withdrawals" from timber production. While we disagree with this reasoning, we cannot quarrel with the industry conclusion about the consequences of an ill-conceived planning process -- "The future development of this region could be blighted for generations" (Greaves, 1981).

6.1 FORESTRY AND MINING: MAINSTAYS OF THE NORTH?

South of 50°, our northern economy is supported by the twin pillars of the forest products industry and the mining industry. WPLUP recognizes this and stakes the future of the area on these industries, explicitly viewing any other land uses as "withdrawals"

from these dominant activities. The plan reminds us of MNR policy "to provide for a continuous contribution to the economy by the forest-based industries" (WPLUP, 1982a, emphasis added). The mining business, we are told, is also slated "to provide for an optimum continuous contribution to the economy (WPLUP, 1982a, emphasis added). MNR says its strategy is to ensure that withdrawals of Crown land for these purposes "will be kept to an absolute minimum" (WPLUP, 1982a). There can be no doubt that government priorities are clearly defined. But should the priorities north of 50° mimic those south of 50°?

6.1.1 FORESTRY

As far as the forest industry is concerned, things haven't really changed much in the thirty-five years since yet another Ontario Royal Commission looked into the problems of the province's forests. Then as now, "The principal obligation of the forest products industry to society is to remain profitable" (Greaves, 1981). We all know, in order to keep profits up you must keep costs down. When you are in the business of selling pulp and paper, wood is just one cost factor in the profitability equation, differing little from other costs like labour, chemicals, energy and sales. The forest is a source of fibre to furnish the mills's supply needs. These are inescapable facts of business life. Any woodlands manager for a pulp and paper company will acknowledge that his job has everything to do with wood costs and little to do with sustained yield.

When that previous Royal Commissioner, Major-General Howard Kennedy*, a man who, like the present Commissioner, had long

*Kennedy had served as an executive, woodlands manager and forester in both Ontario and Québec before directing the 1947 inquiry.

experience in the resource industry, surveyed the province's forests and found their condition deplorable. He advocated a solution that got to the root of the problem, urging the government of the day to bring about "the emancipation of forest operations from the shortsighted policy of many mill executives who normally know little or nothing of the inescapable effects of unsound forest practices and are mainly concerned with immediate costs" (Ontario Royal Commission on Forestry, 1947).

Unfortunately, Kennedy's ideas for major changes in forest practices were ignored by the government.

We are now faced with what all concerned parties recognize as serious wood supply problems throughout Ontario. Industry has been forced to extend its quest for fibre ever-northward, resulting in long hauling distances to the mills and more pressure on some of the last remaining wilderness areas of Ontario. It was this situation which prompted Justice Hartt to refer to the forest as a "reputedly renewable resource" in his interim report (RCNE, 1978, emphasis added). Thus, in 35 years, nothing has changed.

But past practice does not have to be the way of the future. We do not have to continue mining our forests! We believe that the forest wealth of this and other planning areas, their dense stands of black spruce and jack pine so well-suited for pulp production, can be the basis for the development of a stable future. Along with its aesthetic and recreational values, the forest has the potential to provide jobs and revenues for both northerners and the residents of the entire province, "over a long time".

WPLUP should be guiding our resource management activities in this direction. It is sadly apparent that it is failing to do so.

The forest section of the plan does nothing more than set up a wood supply "target" and declare that the basic policy is to reach the target. This is nothing more than a wood production policy. As such, it reflects the short-term interests of industry without coming to grips with the crucial problems of assuring the continuous supply of wood MNR talks about. Though the "strategy" section talks reassuringly of increased utilization, strong systems of forest management, genetic improvement, fire protection, pre-harvest treatments, etc., there is no mention made of how these measures will be implemented. It is particularly important to note the caveat MNR adds to its commitment to pursue the fullest regeneration possible on untreated lands and cutovers. This will be done as much "as is technologically and economically possible" (WPLUP, 1982a). Three years ago, the present Assistant Deputy Minister in charge of forestry for the federal government, F.L.C. Reed, was working as the principal forestry consultant in the country. At that time he told us forest management was chronically underfunded, showing that only "one nickel in every dollar" earned by government from forestry was being ploughed back into the resource (Reed, 1979). Today, with government spending restraint a high priority, we find this underfunding of regeneration particularly worrisome. Though both government and industry in Ontario point to the newly signed Forest Management Agreements as proof positive of a new commitment to forest management, Section 32.1 of each FMA makes it clear that the entire exercise is entirely dependent on the ever-changing spending priorities of the government. Under the agreements, the companies do not have to regenerate cutovers if the government chooses not to pay for it.

Equally disturbing is the mention of undertaking the fullest regeneration as is "technologically possible." This leads us directly into the thorny area of knowledge of the forests -- their extent, composition and reproductive capacity. Unfortunately, the

forestry section of WPLUP says nothing about the technological regeneration problems. MNR foresters have shown us how technological regeneration problems have produced a dismal regeneration record in the Armstrong area. However, cutting continues unabated while the regeneration problems remain unsolved. The area of cutover wasteland grows. North of 50° their problems will be magnified.

An accurate inventory is a fundamental prerequisite for forest management and the cultivation of timber on a sustained, continuous basis. F.L.C. Reed's landmark report on forest management in Canada had this to say about MNR's knowledge of the wood supplies in its forest warehouse: "Serious reservations have developed on the suitability of (Ontario's) Forest Resource Inventory for use in compilation of local management plans. Compared to operational cruises, FRI estimates have been found to overestimate volumes by as much as one third. As a result allowable cuts may be substantially overestimated in some regions from this cause alone" (Reed, 1978).

Ken Armson, now Chief Forester for the Ministry of Natural Resources, found the same problems in his study of the forests of the province. In his 1976 report on forest management in Ontario, Armson noted that despite known weaknesses in FRI data "there is evidence that both senior administrative and field management staff have assumed that FRI/volume data could be employed in the allocation of wood volumes in specific areas, but... 'published statistics on timber won't keep a mill in operation' " (Armson, 1976). A good plan would take these problems into account, face up to the realities of the situation and provide us with a number of allowable cut scenarios based on the potential variance in accuracy of the inventory and taking into account the probability of regeneration success. For a plan is only as good as the data which

support it. If there are problems associated with the data, then the plan should spell them out along with their long term implications, especially if it's a plan for forest use and the planners are concerned with continuous wood supply. Rather than doing this, WPLUP's cut calculations are based on existing FRI ledgers. Yet even these projections indicate demand will overtake supply by 2000, if the presentation of available data is an indication (WPLUP, 1982a; NWSLUP, 1982).

Another problem with the MNR's stated commitment to continuous wood supply relates to the lack of detailed knowledge of the land's capability to produce a second crop of merchantable timber. We are told of planting, fertilization, genetic improvement and greater utilization as the means of achieving better forest management. But the boreal forest is a highly-variable resource base, a complex mosaic of lands of differing character and capability. It responds to different treatments in different ways. All too often it doesn't respond at all south of 50°. North of 50°, indications are of even lesser success.

There is a clear relationship between land use and land capability, for the capability should be the principal determinant of the potential use. This is supposed to be the case for agricultural lands in southern Ontario, where many battles have been fought over the preservation of prime farmland. The province's agricultural areas are graded according to their fertility. Once planners know exactly what activities the land can support, it becomes much easier to make rational decisions on what uses are permitted.

The same principles hold true for the north. A forest site's capacity to produce trees should determine whether or not it is considered for cutting. It makes little sense to cut sites which

are likely to produce a wasteland. It makes more sense to carry out detailed studies of the region to determine which areas lend themselves well to sustained, continuous fibre production, which are best managed for their wildlife values, their tourist potential, their aesthetic qualities and, once these details are known, to plan accordingly.

Critics of past forest practices are often accused by government and industry of "20/20 hindsight". It's very easy to judge the mistakes of the past based on the knowledge we have acquired in the interim, we're told. Fair enough. But here we are, presented with what is supposed to be a blueprint for the future and it seems apparent that the future will simply be a mirror of the past, especially its mistakes. When is that hindsight every going to be applied? When?

In the past, good forest sites near mills were allowed to revert after cutting to poorly stocked mixed hardwood/conifer stands while industry pursued its short term fibre supply priorities into increasingly remote cutting operations. Meanwhile, the Ministry of Natural Resources -- staffed at most key management levels by foresters -- continued to perceive its planning role as one concerned with mapping out future short term fibre production. While this satisfied the immediate needs of the pulp mills, it did little in the way of promoting the most logical and efficient use of the best forest lands. The Ministry was just playing a reactive role, not looking to the future. According to Weetman (1982) Ontario is about a decade behind time in its forest management practices. Accurate inventories, detailed land capability surveys like those now available to the B.C. Forest Service -- these important prerequisites to sound forest practices have not been put into place. The backlog of potentially productive land reverting indefinitely to non-commercial species is allowed to grow. Once

forest sites develop such stands, it becomes impossibly expensive to artificially stock them with desired conifer species. Small wonder, then, that one senior land use planner with the Ministry remarked to us last month that, "MNR does not have good credibility in terms of its forest management activities."

So today we are faced with a legacy of poor resource planning in an area overwhelmingly dependent on resource industries. The West Patricia plan is ample confirmation of what many Ontario foresters have long known. The timber supply squeeze is on. The quest for fibre is still moving northward under the pressure for production. Other resource values are being sacrificed as bothersome "withdrawals" en route. This pressure is reflected in the plan's emphasis on its commitment to industry and its production targets.

Of course, we have the usual passing references to "sustained yield" and a "strong system of forest management". But there is nothing specific about how these goals are to be achieved. Nor is there mention of the backlog of not sufficiently restocked (NSR) land, estimated at one third the annual cutover (Benson, 1981). So, we must remind the government of a statement contained in a discussion paper on forest sector strategy presented to the federal cabinet by Environment Canada last year: "The Canadian forest has fallen victim to myths and slogans, such as 'sustained yield' and 'renewable resource' which have done more to impede than encourage management" (Environment Canada, 1981).

We feel the vital future of the forest resource is given short shrift in the West Patricia plan. It has fallen victim to half-baked generalizations which mask the Ministry's basic commitment to satisfy the short-term needs of the people of the region, the industry itself and the province as a whole. The large

licence holders, concerned with wood costs and their ability to write off recent mill modernization expenses, may be satisfied with this state of affairs. We are not.

The Minister of Natural Resources himself has indicated in the legislature his awareness of industry priorities concerning timber. Just a year ago he told a legislative committee looking at MNR estimates; "I do not think there is anything you can ever do to modify the demand of industry for additional cut. In the interest of their long-term economic stability, their goal is to demand as much wood as they feel they need, not only for their existing operational needs, but also to build in reserves to those needs in case of any planned increases in production and planned capital expansions of their mills and to ensure against any particular problems that may arise in the future" (Debates, 1981). Regrettably, the plan now under consideration by the Minister takes these wood demands as its starting point.

In the province of Ontario, two to seven units of allowable cut volume are left in the woods -- wasted (Heeney, 1979)! It is expected that FRI-based allowable cut figures will likely be reduced by 20-25% by the end of the planning period (Reed, 1980a). It is known that, should losses of land due to inadequate regeneration continue at the rate common during the seventies, the productive forest land in the north will be reduced by 3.5 percent by the end of the planning period (Anderson, 1981). We believe this figure is too low. More likely 6 - 7 percent of the productive forest land will be eliminated by the very forest industry and Ministry committed to so-called "sustained yield".

Industry knows the wood supply situation is grim and getting more bleak each year. The response has been to point an accusing finger at land withdrawals for other purposes, attacking wilderness

advocates as the villain. In WPLUP, the Ministry goes along with this convoluted logic, committing itself to unrealistic timber targets based on FRI and pledging to withdraw an absolute minimum of land from the path of the forest industry. We are convinced that this approach ignores the causes of a chronic problem: industry and government refusal to begin practising true "sustained yield" forest management.

Should this logic prevail, by the year 2000 we will be faced with an even more acute wood supply crisis and we'll be looking back at a sadly-depleted resource and an ecosystem battered to the point of no return. Our forests will have become the victim of sequential land use. They will be a resource unfit for either timber production or designation as park. We will not have learned from the mistakes of the past. But by that time it will be little consolation to say, "We told you so." For the jobs and the wilderness will have disappeared -- gone forever. Does the WPLUP area deserve this?

RECOMMENDATION

1. That the Commissioner urge that the Minister of Natural Resources ensure that the West Patricia Land Use Plan options be revised to include forestry targets based on a series of allowable cut scenarios which take into account the potential variance in accuracy of the inventory as well as the probability of regeneration success on different sites.

6.1.1.1 FORESTRY JOBS: NOW AND FUTURE

Jobs are a very real concern in the planning area, especially since the forest industry is a crucial employer both there and in the northwest as a whole. NWSLUP (1982) talks of creating 5000 new

jobs and the importance of the forest industry in reaching that target. The industry has been playing on the very real insecurity of northerners concerning their job prospects in single-industry communities to frighten them into opposing any parks. A note in your pay envelope warning, falsely, of the grave threat parks pose to your job can be very persuasive in getting you out to tell MNR what terrible things parks are. This is particularly true when the maps displayed at MNR open houses show only candidate parks against a white background, giving no indication of such things as the relative size of cutovers that have been allowed to lapse into unproductive, not satisfactorily regenerated (NSR) lands.

One Moose Factory resident summed up this situation rather well at the 1977 hearings of RCNE when he urged the government and the industry to "build the north on its resources, don't bribe the people to allow its plunder" (RCNE, 1978, p. 52).

Let's put industry scare tactics aside for a moment and take a look at the facts. Forestry is an increasingly capital intensive business. At the mill end, fewer workers now produce more pulp, paper and lumber as capital has replaced labour in the production process. The government-assisted mill modernization programs of the past few years, initiated under Ontario's Employment Development Fund, have actually resulted in fewer workers being employed, according to provincial officials. Fewer people are needed to tend the new machines in the mills, so an estimated 900 jobs have been eliminated in the province as a whole (Globe & Mail, 1981). The government assistance program has since been placed under the BILD program and jobs are now said to have been "stabilized". The Employment Development Fund label has been quietly dropped.

Figures prepared by MNR economists for the Northwestern Region

confirm the trend to a higher proportion of capitalization at the expense of labour. Between 1975 and 1976 there was a jump in the number of workers employed in the eleven establishments in the paper and allied industries of the region, from 8,066 to 8,743 workers. But from 1976 to 1979 things have stabilized, so that there were 8,864 people employed in 1979. While the first two years of this period saw a modest rise in the value of shipments and other revenue (\$505,378,000 to \$557,212,000) and an actual decline in value added, the latter period up until the end of 1979 saw a steep rise in these categories while employment remained stable. From 1976 to 1979 value of shipments nearly doubled to over one billion dollars, as business boomed. More importantly, the value added during this short period jumped from \$241,795,000 to \$429,615,000. The industry was becoming much more efficient as productivity per worker rose quickly and the labour force stabilized (MNR, 1982b). We can expect this trend in mill productivity to continue. With the forest base nearly fully utilized, the number of available jobs can only decline.

But since there are no pulp mills in the West Patricia area, the fact that the pulp and paper industry has not been doing much in the way of job creation is not an issue directly affecting the planning district. What is a matter of importance is the declining labour force in forest operations, a trend that has been evident since the end of World War II. As logging becomes more mechanized, with feller-forwarders and harvesters gradually replacing chainsaw and skidder operators, there are ever fewer employment opportunities in the bush. At the Canadian Forest Congress in Toronto two years ago, industry and government representatives were told of big productivity increases among Canadian loggers. In 1967, 58,568 jobs resulted in the production of 107,560,000 cubic metres of wood. By 1978, the number of jobs had shrunk to 53,753 in the primary forest operations but the wood produced had risen to

156,745,00 cubic metres (Lortie, 1980). This translates into a 62% increase in productivity. Again, more production from fewer workers.

The signs point to forestry as a sustaining force in the economy of the north. But the industry cannot be counted on as a motor for future job creation. This is partly due to the trend outlined here and partly due to the fact that there just is not enough wood to support any more mill expansions in the foreseeable future.

RECOMMENDATION

1. That the Commissioner urge that the Minister of Natural Resources not approve licensing for construction of any new paper mills or paper machines or for production increases in existing mills, which will require additional Crown wood supplies or accelerated harvests, until the requirements of all previous recommendations in this report have been fulfilled.

6.1.1.2 FOREST ECONOMICS

Trends in increased productivity and fewer jobs, not more, exist because the forest business is an economic activity. While this may seem rather obvious, it is important to point out because cost and profitability factors are decisive in shaping management decisions around employment levels, technological change and capital investment. The forest has been a reliable source of revenue for government (Reed, 1979) and a steady source of fibre for industry for decades now. The decisions taken by politicians and businessmen are short-term, based on the economic considerations of the day, as is so very apparent at the moment. These are the economic facts of life of Canadian forestry.

Yet, surprisingly, the West Patricia plan deals with forestry as if it weren't an economic endeavour. The section on forests contains not a single dollar sign. Indeed, the only mention of finances is the reference (noted previously) to doing as much regeneration "as is economically possible." Since industry logging operations are carried out with cost/benefit factors very much in mind, it would seem essential for government to show the costs and benefits of various logging systems, to show the revenues to be generated in the planning period, and to calculate allowable cuts on the basis of value as well as volume. It is also necessary to consider the social and environmental costs -- many ultimately borne by government -- when planning for the next two decades. It's more than a matter of timber disposal.

Two years ago F.L.C. Reed and Associates completed a study of the wood fibre supply and demand situation in northern Ontario for the pulp and paper industry. While ruling out any industry expansion until there is a better idea of wood supply, the report warned: "The lack of a consistent and continuous forest inventory is a genuine handicap to industry and government alike. Obsolete data on physical volumes is bad enough. Absence of economic content is worse. It is essential to know more about tree specifications, product suitability, cost of logging, and the potential of the land to produce a subsequent crop" (Reed, 1980).

In the period since that warning was issued, the Ministry's SLUP process has come up with a document which not only fails to deal with these issues, but even fails to recognize that they exist.

Industry, for its part, has heeded Reed's advice about "re-examining land use policies with a view to retrieving some of the productive areas for industrial use". (Reed, 1980, emphasis

added). But the companies have not focused their attention on the productivity of the areas. Instead, they have agitated ceaselessly about the encroachment of parks into the planning area. How industry can be so concerned about the shrinking forest land base when neither it nor the government knows very much about the actual timber supply is beyond us. It seems industry is most concerned about the shrinking forest acreage, productive or not. Where is industry's concern about NSR lands? The NSR lands created by industry since World War II are greater in area than any park system so far proposed. Perhaps we should start over again and make some new plans but this time find out what's in the warehouse and how fast nature's factory can produce the timber before we start to fill the order books. Wood production is a long-term business but today we face the serious prospect of bankruptcy.

6.1.2 MINING

At the last set of hearings of this Commission, UMEX, a multinational mining firm based in Belgium, used a rather foreboding tone to caution the government about its mining development policies:

"UMEX will not develop another mine in northern Ontario under the same regulatory conditions which applied to the Pickle Lake project. And, copper market considerations aside, UMEX will not consider expanding its existing operations at Pickle Lake until the rules have been changed and their operation streamlined" (RCNE, 1978).

Mining firms never tire of telling how theirs is a risky business. The need for political and economic stability is said to be nearly as important as a high grade, accessible orebody. Ontario provides that. So, favourable tax regimes, incentives, access roads -- these are the factors which help to attract mining

firms to an area. This is what the mineral producers are looking for.

At the same Pickle Lake hearings before Justice Hartt, a representative of the Improvement District of Pickle Lake made a plea which, though reflecting different concerns from those of UMEX, still spoke of the need for stability;

"We must all make government and industry at all levels understand that we expect the north to be more than a place to make money and then get out. We have a right to a firm economy instead of the feast and famine of present resource industries. Why should northerners be forever having to move" (RCNE, 1978)?

A good question. And one that's particularly important to the remaining residents of Pickle Lake. UMEX has now closed its Thierry Mine after a few short years, forcing its employees to move on in search of stable employment elsewhere. The image of the packsack miner is not just an historical caricature.

The West Patricia plan does much to speak to the concerns raised by UMEX; little to the concerns of the Pickle Lake resident. The Ministry planners talk ominously about the high cost of meeting mines' environmental regulations. They also outline a mine development strategy, the first point of which is to "keep to a minimum the amount of land withdrawn from staking" (WPLUP, 1982). Should any land be withdrawn, there is a commitment to confine the withdrawals to the areas of low mineral potential. We also are informed of a pledge to construct access roads into areas of high mineral potential. This helps to lower the exploration costs of the mining firms.

The industry's stated concern about existing rules and

regulations is reflected in the plan by the reference to federal taxation levels as a "problem", even though the MNR recognizes such factors are beyond the scope of the plan. In short, the officials who wrote the mineral management section of the plan seem to share industry apprehensions about having "sufficient" advantages for mine exploration and development.

Let us examine the number of active claims in the Northwestern Region over the past five years.* In 1977, when UMEX made its feelings clear about the prevailing atmosphere, there were 15,918 claims in the region. Last year there were 30,931. This rise can be attributed in part to the government's generous attitude toward the industry. Clearly, the record shows government has provided incentives which the mining industry is pleased with. More advantages are quite unnecessary.

The overall tone of WPLUP, as far as mineral development is concerned, is clear -- keep as much land as possible open to development. Implicit here is a value judgement that puts mining on a higher level of priority than all other land users.

This implicit policy, more than any other in WPLUP, fails to come to terms with the purpose of land use planning both in terms of resolving conflicting uses and stabilizing local economies by establishing a continuous, sustainable level of resource development. If there were any signs that the simple policy of blindly maximizing the area open to exploration (including candidate parks) was steadily improving the lot of industry and northern Ontario, we might be less critical of the Ministry. If anything, the reverse appears true.

*The West Patricia plan fails to reveal any information on staking activity in the planning area so we have to turn to NWSLUP for data.

For all its freedom of access to nearly 100 percent of the land base, the industry is currently in dire straits and the reasons have nothing to do with "withdrawals", and certainly not parks. At some point, and we believe that point is long past, the industry must recognize this fact and establish priorities just as other sectors are expected to do. For its part, MNR must stop trying to stimulate an unstable industry (and unstable pattern of development) through restrictions on the legitimate priorities established by other land using programs such as parks.

The concerns voiced by the Pickle Lake representatives are not so clearly addressed in the plan. Their fear of forever having to move proved well founded.

We wonder how the Ministry proposes to deal with the feast and famine nature of primary resource development which so concerned them. The sole reference to such problems in this part of the plan is the repeated concern with the inability of the area to attract and hold a stable, highly-trained workforce. This is said to be a factor preventing the expansion of the mining industry (WPLUP, 1982a).

Why, we might ask, does this problem exist? We suspect that workers, particularly people in the skilled trades, know all about the volatility of employment in the north, particularly in single-industry communities. So they are reluctant to move their families and make a commitment to the future of a community when NO such commitment exists on the part of the industry. The lack of amenities in these communities may also have something to do with difficulties in recruiting labour to isolated areas.

As in forestry, the Ministry's planners talk optimistically about targets of thousands of new jobs in the mining industry. MNR set a target of two to three thousand new mining jobs to be created

as part of the overall regional strategy (NWSLUP, 1982). Yet mining is also an increasingly capital intensive endeavour. Technological changes in the extraction and reduction processes have resulted in fewer workers producing more ore. Open pit mines are now typically favoured by management, because of lower costs and increased efficiency. Even underground, things have changed. One only has to look at the province's biggest and most important mining centre for confirmation of this. Putting aside the current recession and its devastating effects on the city of Sudbury, the principal employer, Inco Metals Ltd., has cut its workforce in half in the past ten years or so. At the same time it has boosted productive capacity (Clement, 1981).

Like the bush and the pulpmill, the mine and the smelter are becoming more automated. While the value added per employee rises, the number of jobs falls.

RECOMMENDATION

1. *That the Commissioner encourage the Minister of Natural Resources to publicly recognize that withdrawals of land, past and proposed, for whatever uses, have not been a factor in downturns in the mining industry and therefore that Minister require that the mining program establish priorities for its land requirements just as all other programs have had to do.*

2. *That the Commissioner urge that the Minister of Natural Resources cancel whatever licenses, exploration permits, or other authorizations granted Peat Resources Limited because of the virtual monopoly this single company enjoys over Ontario's peat resources and that if peat development is to be encouraged by the Ministry it be done by a public bidding process on small blocks of land after large representative examples of peatlands have been established as parks, ensuring good peatland systems survive for posterity.*

6.1.3 WHERE ARE WE HEADED?

The problems associated with hinging development on a narrowly-based resource economy have been spelled out frequently in Canada. Exporting resources leads to uneven regional development. The economy tends to be poorly-integrated as the resources are exported and refined elsewhere, while the machinery to extract them is often imported. The value added and the jobs created in further processing are permitted to escape from the area.

This is an old story, familiar to northern residents. Big resource projects look impressive, creating a facade of dynamic growth. Yet the jobs government planners say they are trying to create and the jobs eager industrial managers dangle before us as they seek to maintain their unrestricted access to the remaining resources -- these jobs are not as plentiful as we are led to believe. The Ontario Economic Council noted prior to Justice Hartt's round of hearings that large resource industries have an effect on the economy and employment levels that "has been relatively less significant than the growth of output would suggest" and that while productivity has risen, "employment has remained constant, and in some cases, has declined" (OEC, 1976). Subsequent to the Hartt hearings, a document on development strategy for northwestern Ontario, published by the Ontario Treasury Ministry, noted that resource development tends "to polarize the labour force into well paid, highly-skilled (often imported) personnel and unskilled, unemployed groups" (TEIGA, 1978). The promises of industrial utopia have rarely been translated into reality.

Alan Pope, now Minister of Natural Resources, gave RCNE his thoughts about northern development in a brief back in 1977:

"We have a system in northern Ontario. Industries locating here send raw products to the south where they find it cheaper to construct manufacturing plants, research centres and even headquarters in Toronto, rather than in northern Ontario. They find it easier to get access to water and hydro in southern Ontario than in northern Ontario. As long as these factors exist, we are going to be left in northern Ontario with a completely ad hoc development policy" (RCNE, 1978, emphasis added).

We share Mr. Pope's expressed concern with development policy in the north. It is precisely because of this concern that we are alarmed at the overemphasis which WPLUP, now on the Minister's desk, places on the two traditional buttresses of the northern economy. The plans do absolutely nothing to come to grips with these very real problems of northern development. Over the past ten years the Ministry has had the opportunity to come up with some solid planning documents. It has failed to do so! As a result we are again faced with "a completely ad hoc development policy"-- one which offers us the choice between wilderness and jobs. Such a choice is far too restricted and represents a false dichotomy. We should be able to plan the use of our land and resources in such a way as to turn our backs on the ad hoc efforts of the past and confront all the problems we see around us in today's north.

Fewer people are choosing to stay in the north -- particularly north of 50°. They are leaving, heading south or west. MNR staff have noted a continuing decline in regional populations. For the the Kenora District, encompassing the West Patricia planning area, the number of people is expected to decline from 56,567 in 1981 to 46,869 in 2001. Taking the 1975 population as a base of 100, this District is expected to show a decline to 81.9 by the end of the planning period (MNR, 1982b).

The importance of the land and its resources was emphasized

again and again by people who appeared at the first set of RCNE hearings in 1977. Labour urged that the profits from primary industry should be retained here to create new jobs. The Ontario Metis and Non-Status Indian Association called for a diversification of the economy through local efforts and popular participation. The Bearskin Lake Band complained of the projects of huge corporations being imposed on them and proceeding to destroy their land and environment (RCNE, 1978).

The forest and mining industries may have a role to play in the future of this area. But we need to have a plan that is more than simply a shopping list for companies controlled outside the region who see nothing of permanent value here except for the raw materials and whose main interest is in getting them out as cheaply as possible. It is necessary to look before we leap, to work on land use planning priorities which reflect local concerns and which break away from the past which Mr. Pope seemed so dissatisfied with five years ago. It doesn't make much sense to us that Mr. Pope, now that he is the Minister responsible, should be in such a hurry to get it all wrapped up by the end of the year. The decisions are too important and -- especially in forestry -- we just don't know enough about what's out there, whether existing limits can supply the mills, or whether forestry practices will ever be put on a true sustained yield basis.

7. PUBLIC PARTICIPATION PROBLEMS

Public participation is often mentioned as a cornerstone of this planning process. Yet the area's native people have not participated in formulating these land use plans. Instead, they are currently working on plans of their own. Local people have had limited opportunity to attend Ministry open houses. The resource extraction industry has spoken out clearly. The Ministry has been most eager to hear of the concerns of this last group. Perhaps this is because company and Ministry staff are in such regular day-to-day contact as part of their jobs. Maybe the reason is that the higher levels of government really do think the views of the large companies are more important than those of everyone else.

Whatever the reason, we know of instances of Ministry staff at the district level informing pulp and paper company people about candidate parks and suggesting the companies take action prior to the public, parks advocates included, even knowing of the plans. The Douglas report pointed out this tendency and urged the Ministry to be more consistent in its dealings with the public. The report acknowledged that such a new approach "requires that the Ministry adopt an attitude of being equally willing to discuss issues with all interest groups" (Douglas, 1981).

Communication between the companies and the Ministry is not always so good. In the Brightsand-Kopka River area both Abitibi-Price and Great Lakes Forest Products are busily building forest access roads. MNR will be paying for these major haul routes but does not seem to have questioned the need for having two roads feeding into the same general area. Cost-efficient planning should avoid such expensive duplications of efforts (Parks for Tomorrow, 1982).

We have in the past also pointed out a lack of communication within MNR which has resulted in land use decisions detrimental to parks values. In the appendices to the report of the Task Force on Parks System Planning, we read of how the largest single candidate park in the Thunder Bay district was summarily dropped from consideration because it conflicted with Abitibi's Spruce River FMA. The reason for this exclusion comes to light in a footnote. Apparently district foresters were not "formally" aware of the candidate proposed by park planners and so did not identify it to the company in discussions of potential exclusions. When all concerned realized the conflict, the McCausland candidate was scratched (Monzon, 1981).

Ministry staff at various levels have acknowledged the last phase of the land use planning process, including the public participation component, was extremely rushed. Public participation is a new concept for the Ministry -- an organization which has over the years developed an institutional inertia and a reluctance to abandon its traditional role as disposal agent for northern resources. Planning was always carried out under the implicit assumption that this function was paramount. The new talk of long-term, comprehensive planning and public participation, provides, in the words of the Ministry's own evaluation report, "a different perspective than the one in which some resource managers have training or experience." The new planning approach, the report continues, would "require changes in basic attitudes, something which is notoriously slow to occur" (Douglas, 1981).

In urging the Ministry to be more consistent with the public, the Douglas report talked of the importance of giving the public adequate information and being explicit in defining the extent and magnitude of the problems needing resolution. The difficulties in obtaining information prior to last summer's open houses, coupled

with the sheer bulk of aggregated data, made it difficult for the public to react in an informed way once they got to the open houses. We have already mentioned our concern with the way candidate parks were presented at the open houses -- as blobs on maps that did nothing to show the magnitude of competing uses or the extent of NSR land. Ministry land use planners have since acknowledged this problem, citing the time pressure they were forced to operate under in preparing the public participation phase. It's small wonder that both district staff and the general public were frustrated with this hurry-up process.

RECOMMENDATION

1. *That the Commissioner urge the Minister of Natural Resources to resurrect his task force on public participation and that the Minister direct the task force to draw up a public participation policy which addresses and corrects the multitude of obvious faults pointed out in this submission, as well as those of many others and the Douglas Report, and which spells out a clear procedure for fairly resolving planning conflicts.*

8. A BETTER WAY TO GO

Three general thrusts need to be followed if WPLUP is to become a good plan properly implemented:

1. The current optional plans need fundamental revision.
2. The revised plans must be subject to full review under provisions of the Environmental Assessment Act.
3. MNR will have to be administratively reorganized north of 50° to reflect the reality of the area.

8.1 REVISING WPLUP

Parks For Tomorrow has made its position clear in this submission and in our submission to MNR last summer. Any revision of WPLUP should reflect the following major points (plus the multitude of minor points and recommendations outlined elsewhere in this submission).

1. The provinces's resources belong to the people and not to the exploitation industries.
2. The interests of the exploitation industries are secondary to the general regional and provincial public interest. Industrial interests can be accommodated in land use plans only when they are compatible with the general public interest.
3. Many of the low impact and "amenity" type land use programs of the Ministry - wild rice, crown land recreation, cottaging, parks, tourism, commercial fur and the like - will be far more beneficial for the region in the longterm than the exploitation industries.
4. The degradation that has followed and still follows resource exploitation is simply too great to be allowed to

continue.

5. The government's responsibility is to advocate and protect "the best interests of the population" over a long term. Its responsibility is not to protect short term government revenues or the short term profits of private corporations.
6. Comprehensive cost-benefit analysis must be part of the revised WPLUP. It must include not just revenues but both direct and hidden costs, including subsidies from all levels of government in the form of grants and tax concessions.
7. In justifying different WPLUP options and the Ministry's final preferred option a rationale must be offered for each choice. That rationale must be more than just economic cost-benefit and hunches. It must include social, aesthetic, and environment cost-benefits and recommendations outlined elsewhere).

8.2 ENVIRONMENTAL ASSESSMENT REVIEW - IT'S ESSENTIAL

The Environmental Assessment Act (EAA) provides us with a definition of "environment" which is extremely useful in an examination of a land use plan such as the West Patricia plan. The Act employs a broad conception of the environment, including

- (i) air, land, or water
- (ii) plant and animal life, including man
- (iii) the social, economic and cultural conditions that influence the life of man or a community....
- (vi) any part or combination of the foregoing and the relationships between any two or more of them

(Environmental Assessment Act, R.S.O., 1975, S.1(c)).

So this Act is more than a means of checking pollution before it occurs. It is a means of guaranteeing that developments do not proceed before all their effects are weighed and evaluated.

The north has a very fragile ecosystem, one which responds to and assimilates pollution more slowly than do southern climates and natural systems. Regeneration, as foresters know, is much slower here than in the south. Many sites cannot be counted upon to regenerate at all.

The northern economic and social environment, particularly north of 50°, is similarly fragile. The northern community with a narrow resource base and a similarly restricted tax base is likely to feel the shock of economic change much more profoundly than a southern community with a more diversified economy. Like the delicate forest site, the resource town will be quickly affected by and slow to recover from major disturbance. In social terms, the ripple effects of dramatic change can be felt in even higher rates of family breakdown, alcohol and drug abuse, domestic violence and welfare than we see in the north today (Abugov, 1980).

The comprehensive environmental assessment approach recognizes these factors. A planning process focusing on predicting the potential effects of an undertaking is established under the Environment Assessment Act so as to best evaluate the various options proposed. In this way the negative effects can be minimized, or, at the very least recognized. As the Ministry of the Environment pointed out in its 1977 brief to this Commission, industry planners have realized that this approach to major projects is advantageous to their firms. Several companies have voluntarily gone through the environmental assessment process and capitalized on it. The Environment Ministry quoted the Kimberly-Clark Company's view of this process as it was applied to

a mill expansion at Terrace Bay: "Our Environmental Assessment, together with the discussions and exchanges with your Ministry and others regarding it, greatly assisted us in identifying potential problems in the early stages of our project and enabled us to incorporate modifications...in the overall development" (Ministry of the Environment, 1977).

We urge the government to live up to its stated commitment and ensure that all land use plans, including WPLUP, be subjected to the scrutiny provided for by the Environmental Assessment Act. We see this as an important supplement to the hasty and narrowly-conceived approach MNR has brought to this planning exercise.

Forest cutting practices of the past brought about the commercial elimination of many important species--white pine, white spruce, red pine, yellow birch, black cherry--from the province's transition and boreal forests. Our technology is always "improving" and with each new technological development it's imperative to step back to assess the future effects before plunging in again. Up until now we have introduced new technologies without assessing their consequences. Forest harvesting, tending and protection are undertaken with machines and chemicals whose effects are virtually unknown. We must appraise their consequences before we charge in with the feller-forwarders and the 2, 4-D. And at the same time we need some insurance in the form of parks -- places where change occurs slowly and in small doses, not quickly and massively. Parks are a hedge, insurance if you will against the shortsightedness we see around us.

Most MNR staff regard environmental assessment as an unnecessary nuisance and rather "philosophical". They do not see it as a mechanism for avoiding the mistakes of the past. They

contrast it with the more immediate, job-related concerns of northern residents who say they enjoy the wilderness as it is, without many parks. While we agree that our approach involves a different philosophy, we can't let MNR get away with characterizing its approach as sensible and realistic.

On the contrary, the resource extraction targets, especially in forestry, are unrealistic and not based on economic considerations -- surely a measure of the realism of any plan. The government's own study of the land use planning process has revealed both that "no comprehensive economic analysis was undertaken to estimate net economic benefit associated with alternative land use allocations and/or various levels of management being applied to such alternative allocations", and that there has been "considerable difficulty in establishing targets for a number of programs. In some cases, this has been because of a lack of basic resource inventory data" (Douglas, 1981). Nuisance as it may be to MNR bureaucrats, an EAA full review would help bring some sanity to the current timber mining of our forest resources. Sure, comprehensive planning and EAA reviews take time and cost money. But if anyone thinks that is expensive - take a look at what our lack of planning has cost. Where is our commercial white pine, white spruce, yellow birch, lake trout....What about acid rain? What about the one-third of our cutover in wasteland? What about the Serpent River polluted by uranium tailings? What about the English River system? What about....

Our position is consistent with the announced purposes of both the NWSLUP-WPLUP process and the Environmental Assessment Act. We are therefore alarmed and indignant when the real intent of WPLUP is nearly the opposite of the announced intent and the Environmental Assessment Act is regularly compromised in favour of

industrial practices which are proven to be environmentally destructive.

The Commission must recognize the serious, negative economic, social, and environmental effects that will accrue if the proposed WPLUP and practices are implemented in the form they seem to be taking and if the circumvention of the original intent of the Environmental Assessment Act continues. The Commissioner must resist and reverse this trend if it is beneficial to have any positive effect on the people, economy, environment, and resources of Ontario north of 50°.

RECOMMENDATIONS

1. That the Commissioner recognize and formally bring to the attention of the Cabinet and the Minister of Natural Resources:

- (a) the pro, multinational industry bias of MNR bureaucrats at the expense of environmental, economic and social concerns of the WPLUP area;
- (b) the anti-parks bias of MNR bureaucrats and;
- (c) the exploitation, regardless of environmental cost or economic benefit philosophy of MNR bureaucrats.

2. That the Commissioner make strong statements in his report which recognize that:

- (a) resource development north of 50° cannot proceed using the same methods already proven inadequate south of 50°, but rather special provisions will have to be made allowing for the more fragile natural environment and less commercially developed social environment north of 50°;
- (b) low impact, so-called "amenity" land use programs such as wild rice, crown land recreation, tourism, parks, fishing,

- hunting, trapping and the like are far more beneficial at this stage in the region's development than the extensive exploitation by huge, multinational companies because this will allow time for transition to the apparently inevitable, more commercial economy of the future;*
- (c) the degradation of air, land and aquatic resources which has followed and still follows resource exploitation is simply too great to be allowed to continue;*
 - (d) the interests of the exploitation industries are secondary to the WPLUP environment and the public regional and provincial public interest and;*
 - (e) the government's responsibility is to acknowledge respect and implement the foregoing ideas.*

8.3 APPROPRIATE MNR ADMINISTRATION

The northern parts of northern Ontario being studied by the Commission are notably different from the southern parts in: degree of development, land use patterns, population characteristics; transportation and communication; environment; resource demands; and the like. The differences mean that managing the northern parts is significantly different than managing the southern parts. The southern parts of Sioux Lookout and Geraldton Districts in particular have major timber limits. Most of those District's efforts focus on managing these limits and their associated accessible resources.

The northern parts would be better served if they were administratively separated from the most heavily utilized southern portions, so that the MNR developed a specialized administration for the northern parts better suited to northern population and conditions. In addition to separating the northern parts administratively from the southern parts, the MNR should develop an

administration group sympathetic to and interested in the special characteristics and needs of the north.

Today, native people make up over half the population of the West Patricia planning area. The white population is shrinking with the contraction of the mining industry while the Indian population is expanding (WPLUP, 1982). In a new, more northerly region, the native population would be an even larger proportion of the total. Many native people are already thinking about establishing a resource authority of their own, based on their own studies of land use and development options and reasoning that the area they inhabit has been their "park" for centuries. The RCNE has supported these studies over the past few years. Under a newly recognized MNR in the north, there is good reason to believe that native people could influence development decisions and move into positions of authority over development, if that is their wish. Who, after all, has a more longstanding commitment to continuous use of the land?

It is well known that native communities are suffering from high levels of unemployment and high incidences of suicide, alcohol and drug abuse and other major social traumas. In the space of a few decades, a pre-industrial society has been hauled into the twentieth century and is now suffering the ill effects of such a drastic change. The basis of life for native people has been completely altered, changed from dependence on the land to dependence on the state.

We believe native people have largely opposed or ignored MNR's planning exercise because they fear that resource decisions (including parks) as they are currently being made will further cut them off from their land and their traditional livelihood, further contribute to their marginalization. This does not have to be the

case, especially for parks, and especially if our proposed reorganization of MNR leads to greater native involvement in resource management decisions.

The MNR has already recognized that parks and traditional native land uses can be compatible. Both Polar Bear and Winisk Provincial Parks are treated as "unoccupied Crown land". As such, the rights of natives to hunt and fish under the provisions of treaty are maintained.* This principle could be applied to other areas, so long as adequate sustained yield management is the operating objective. The needless conflict between native people and parks advocates should disappear if the changes we propose for MNR result in the different approach to development and local needs which we envisage. From our perspective, and we in no way claim to speak for native people, the central aims of both native and conservation organizations coincide: both want to see resource development proceed in a more orderly fashion, while at the same time preserving a good deal of the land in its natural condition.

We are convinced that Ontario north of 50° will not be administered appropriately unless there is some very clear signal from the Minister of Natural Resources and the cabinet that the area is to be managed differently than it is now. We are well aware that administrative reorganization may only give the impression of progress and change when in fact little has changed. Nevertheless we propose that the clearest signal the Minister and Cabinet can give to MNR staff that the northern parts of the

*Memo from James Auld, Former Minister of Natural Resources to Regional Directors on treaty Indians and the enforcement of the Game and Fisheries Act, the Ontario Fisheries Regulations and the Migratory Birds Convention Act and Regulations, 10/5/79 (Canadian Law Environmental Association, 1980).

province are viewed differently and are to be administered differently than the southern parts is to establish an administrative organization which reflects this.

RECOMMENDATIONS

1. That, in order to encourage management of much of the area north of 50° in ways that are more likely to benefit the area, the Commission recommend that MNR establish a new administrative region with two administrative districts, which would include an area consisting approximately of the present Red Lake District, Sioux Lookout District north of the Albany River, Geraldton District north of current timber limits, and Moosonee District.

2. That the Commissioner recommend that Ministry of Natural Resources staff appointments to the proposed new districts and region (or existing districts and regions if they are retained) be carefully selected so that their attitudes and philosophies are more in tune with what people of the region want and its environment requires, than what big industry wants.

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Appendices

The following materials are Parks For Tomorrow's responses to the Ministry of Natural Resources District Land Use Plans for Red Lake, Sioux Lookout and Geraldton District - the WPLUP area.

Pagination has not been changed from the original to conform with this current document because of the significant costs involved.

Response To

MINISTRY OF NATURAL RESOURCES

DISTRICT LAND USE PLAN

NORTHWESTERN PLANNING REGION*



Report Submitted By

PARKS FOR TOMORROW

R.R. 2

Kakabeka Falls, Ontario

POT 1W0

* This section of the submission (Sections 1,2, p.1-73) is common to all districts

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PREFACE

PARKS FOR TOMORROW wishes to compliment district and regional personnel involved in this exercise. They have always been helpful, courteous, and cooperative, no mean feat given the pressures of this exercise. They have provided most of the information and documentation we requested, although the mechanisms for obtaining out of town documents has often been too slow given the deadlines. We continue to receive information even after July 17. Because of this, sections of this response that we wanted to write were not written and that informed comment is lost.

The intent of this exercise is excellent--to produce a land use plan for each MNR district in Ontario using "public consultation: a critical component . . . in the development of district land use plans and strategies" (Hon. Alan W. Pope, March 12, 1982). Regretably, those fine intentions have been sorely tried and to some extent negated by the short period of time allowed for the public to become informed and to respond.

Nevertheless, we have worked long and hard to become well informed on all aspects, to gain a provincial perspective, to promote local interest and activity, and to prepare this response. We have used money, time, and labour to express what our minds and hearts believe.

If the result of your work and our work is wise land use planning and an exemplary parks system, then the province as a whole will be better; if not, we all lose.

If this submission raises questions in anyone's mind we will be happy to try to answer them. Please call Bill Addison (807-577-3297) or David Bates (807-577-6194) or our local representatives for information.

This submission includes some parts that are common to all or some of the districts and some comments which differ from district to district.

Section 1: common to all districts.

Section 2: common to all districts.

Sections 3.1, 3.2 and 3.3 for North Central Region are common to all five districts.

Section 3.1 for Northwestern Region is common to all six districts.

Section 3.2 for Northwestern Region has some slight variations in Forestry / Timber and Mineral Management Resources for some districts.

Section 3.3 for Northwestern Region is common to all districts.

Section 3.4 for Northwestern Region is slightly different for Fort Frances.

The submission is written so that RECOMMENDATIONS are made at the end of each section and at the end of major subsections in the Blue Book (2.5) and MNR Policies (2.7) sections. The RECOMMENDATIONS are set off in *italics*.

1 "PARKS FOR TOMORROW" -- WHO ARE WE?

PARKS FOR TOMORROW is an independent northwestern Ontario, organization formed in mid-March, 1982 specifically in response to the Ministry of Natural Resources' SLUP-DLUP process. Its sole goal is to ensure solid public response to the DLUP process in general and support for parks in particular. It is a local organization responding to local issues!

The members of eight provincial organizations have provided some logistical and organizational support. Those organizations are: Canadian Environmental Law Association (CELA), Canadian Nature Federation (CNF), Canoe Ontario, Federation of Ontario Naturalists (FON), Nature Conservancy of Canada, Ontario Camping Association, Sierra Club of Ontario and Wildlands League. The combined membership is over 20,000. In northwestern Ontario the Thunder Bay Field Naturalists Club has taken a leadership role out of all proportion to its size and resources because of the urgency of these issues.

Contrary to impressions given by the above lists, this is not the same old sea of environmental faces. Over half of our representatives in the districts outside Thunder Bay are not members of the above organizations. Our active representatives include trappers, loggers, foresters, teachers, secretaries, entrepreneurs, paper mill workers, tourist operators, carpenters --in fact, a good cross-section of society.

PARKS FOR TOMORROW has had to develop an organization parallel to MNR in order to respond at the district level. Regional coordination for northwestern Ontario is in Thunder Bay. Local committees are active in MNR districts throughout northwestern Ontario.

Literally hundreds of people have contributed their time, money, and ideas to PARKS FOR TOMORROW. This submission speaks on behalf of all these individuals, as well as the thousands of residents and visitors who use and enjoy our parks.

2 GENERALIZED COMMENTS

The following comments apply to all districts in the Northwest Planning Region, perhaps to Ontario as a whole.

2.1 Provincial vs District Perspectives - a dichotomy

Each of the optional plans in Northwest Region contains the following statement which we fully support: "Because of the inter-relationship of the park objectives and their relationship to people and to natural and cultural areas, it has been determined that the objectives can best be met through a system approach. This system applies first at the provincial level and deals with requirements across Ontario." Northcentral Region DLUPs do not contain a similar statement. They should! This is an important statement which lays a framework and rationale for what follows in the DLUP.

Stated or not, we find this idea held in nearly universal contempt in most of the eleven districts we visited. One district manager bluntly articulated the views stated only slightly more obtusely by personnel through the two regions. He said his job was to look after local concerns and his preferred option reflected that. Furthermore, he said it was not his job to worry about provincial concerns; "responsibility for the systems approach lay somewhere else." When questioned about who was responsible, he replied that it was probably a regional one. We reiterate: this manager's statement cogently summarized what was said only slightly less directly elsewhere.

The consequences of this attitude are seen at their worst in the example of Teggau-Winnange in Dryden District. In the preferred option D for Dryden, the Teggau-Winnange concept is utterly gutted and a mere sliver is left as a so-called natural environment park. This was done primarily to protect local use of the area for lake trout fishing, hunting and fly-in tourism. The Dryden park supervisor claimed that this was a valid compromise since "98 percent of the

targets" were met in "other ways", by special zoning in the former candidate or by other parks such as Quetico, Aulneau, and Woodland Caribou picking up some of the targets supplied by the Teggau-Winnange candidate in option A.

Let us examine that supposition.

1. Teggau-Winnange first appears publicly as a 72,700 ha candidate in the Monzon Report. Next, we see it carved nearly in half by "the Regional Director's review" (letter, 1982-07-15) appearing at 43,322 ha (41,422 ha + 1,900 ha) in the Dryden and Kenora optional plans. Finally, Kenora District eliminates Teggau-Winnange from its preferred option while Dryden guts the proposal leaving a mere 1437 ha. This is all of two percent of what it started as and 3.3 percent of the proposal in the regional park system plan. Not only does this not reflect any provincial concern, it ignores the provincial minimum size of 2000 ha for a natural environment park and absolutely ensures that Teggau-Winnange will not have a wilderness zone, nor will it provide the wilderness zone required under the park system plan for site region 4S.

2. How are "98 percent" of the targets met? The next section shows that the representation targets are simply not met in other candidates. The main point in our Dryden meeting was that back-country travel targets were met by special zoning on lakes. Not so! First, the Teggau-Winnange proposal provided 12,000 wilderness back-country travel opportunities in a Region which falls far short of its target. The best the lake zoning and shoreline reserve system could provide would be 12,000 non-wilderness back-country travel opportunities. Equating wilderness back-country opportunities with non-wilderness is like equating apples and oranges. Even ignoring this inequality, we doubt that the zoning provides anywhere near 12,000 non-wilderness opportunities, (maybe even zero opportunities) because only lakes over 50 ha are given any protection. Lakes under 50 ha (as large as many

Ontario farms) and streams receive no protection, and will presumably be cut to the shore and otherwise have their resources extracted. Even if these smaller lakes and all streams subsequently receive "no cut" reserve status, planes, motorboats and cottages on lakes will all help ensure that this is hardly what most people define as high quality back country travel. In our opinion, the lake zoning proposed by Dryden district plus the gutted, 1437 ha Teggau-Winnange, in conjunction with the Kenora preferred optional plan D, would meet less than 20 percent of targets, which is a long way from the 98 percent claimed.

3. How could Quetico take up Teggau-Winnange representation targets when it lies in a different site region? Incidentally, we do not support the view that landscape unit 28 is a uniform unit from a forest classification viewpoint and neither does the Northwest Region Park System Plan.

4. As for Aulneau picking up some of the Teggau-Winnange representation targets, how can that happen when Kenora District has eliminated the Aulneau candidate park from its preferred plan? Where does that leave the representation and protection targets when both districts eliminate the two parks in their preferred option which supposedly provide the targets. One can't but help wonder if Kenora and Dryden personnel ever discussed this. Even if the Aulneau survives, the supposedly similar candidates are in different site regions and districts, and thus have significant differences.

5. The suggestion that Woodland Caribou could fulfil some of Teggau-Winnange's protection functions seems most incredible. It is 200 km away and lies in both a different site district and a separate landscape unit. They simply cannot be legitimately compared.

To summarize, one large candidate park with a number of provincially and regionally important, widely recognized roles and values was virtually stripped of these roles and values. Other examples would show that, despite the statement quoted at the beginning of this section, districts attach by far their greatest importance to local considerations at the expense of provincial concerns.

The Two Solitudes

Our tour of Northwest Planning Region provided some remarkable insights. Most remarkable of all was the 'we' in the districts and the 'them' in the regional office or vice versa, depending on whom we were talking to. The districts were absolutely universal in their frustration with having to defend a regional set of policies and a regionally produced DLUP, which they never fully comprehended.

Two areas stood out for their lack of comprehension. Nearly everywhere we went, moose targets were treated as a joke. The districts were being asked to defend moose harvest targets 3-7 times current harvests when everyone knows moose are in trouble in most districts at current harvests. The second area was parks which was less a joke and more a matter of frustration and puzzlement. District personnel, including parks personnel, generally do not understand, and therefore do not appreciate the role nor the values of parks in a broad philosophical sense. We offer that observation not as a condemnation but just for what it is - a simple clear observation.

District personnel saw parks providing recreation and perhaps preserving some pretty areas. With that view, they quite naturally held the attitude that there was a questionable need for more parks. Most parks in their district were rarely fully utilized. Most people in their districts didn't recreate in parks. Perfectly understandable views, given the circumstances, which make it crystal clear that whatever efforts regional personnel have made to educate district staff on park values have failed. Again that is offered as an observation rather than condemnation.

The reason for failure to appreciate park values probably has a lot to do with the rest of MNR being oriented to resource exploitation rather than value preservation. There is a desperate need for regional

parks personnel to embark on an education program for district personnel which stresses park values and to keep at the educational process until there is real appreciation by district staff for park values.

Values which need stressing include historical, cultural, scientific and social values. There needs to be some basic education in both the earth and life science areas so that people know not only what things like a kame or a calypso orchid are, but also the length of time and unusual circumstances required for their development and how fragile they are in the face of our technology. If this is done, district personnel will have some understanding of what parks are about, some commitment to them, and thus be willing to defend them.

Perhaps most important of all, the districts would then feel confident enough to suggest park candidates of their own. After all, they have the best knowledge of the area- they work in it. What was painfully obvious in all districts was that the park system plan was 'dropped on them from above' without the districts having had meaningful input in its development. If they had been, perhaps the likes of Springwater or McCausland being dropped or Bonheur kames partially cut would never have happened. Lost opportunities can't be regained, but future losses can be prevented through education.

Coordinating Regional-District Views

Ideally, any park should have strong local and provincial support. Where one type of support is less than the other, there must be some method of weighing the relative merits of each and arriving at a decision. Regrettably, no such method is ever suggested, let alone provided for in the SLUP-DLUP exercise. Input is at the district level. The districts have said unequivocally that their support is with local concerns. We are required to make our input at the district

level on this province-wide matter. We have already been told our ideas, and the already many times compromised park system plan, will be given short shrift by the districts. In fact, the park system plan has ^{always been compromised and sometimes shredded by} the preferred or D option. Then we are left hoping against hope that some unspecified somebody "up the line", to whom we have had no input, will have both the power and the desire to correct this sorry situation. That is not systems planning nor rational planning by anyone's definition.

Somebody within MNR has to accept responsibility for systems plans and regional and provincial concerns. There is little hope of MNR district personnel changing their minds and attitudes at this late stage. Therefore, regional directors and personnel, as well as branch and group directors, assistant deputy ministers and the deputy minister are responsible for introducing regional and provincial perspective and some order into what appears to us to be chaos. Only then will the Minister have the balanced information necessary for him to approve plans which will be politically and socially acceptable. If the senior MNR personnel do not accept that responsibility and are not seen to accept that responsibility, the plans will be discredited; Ontario's long term interests will not be met either in the parks or other user areas, including forestry and; a gulf will be produced between how and what people perceive MNR is doing and what they think MNR should be doing. This can only reduce MNR's mandate to manage. For MNR to regain that lost confidence later will be expensive for MNR and Ontario.

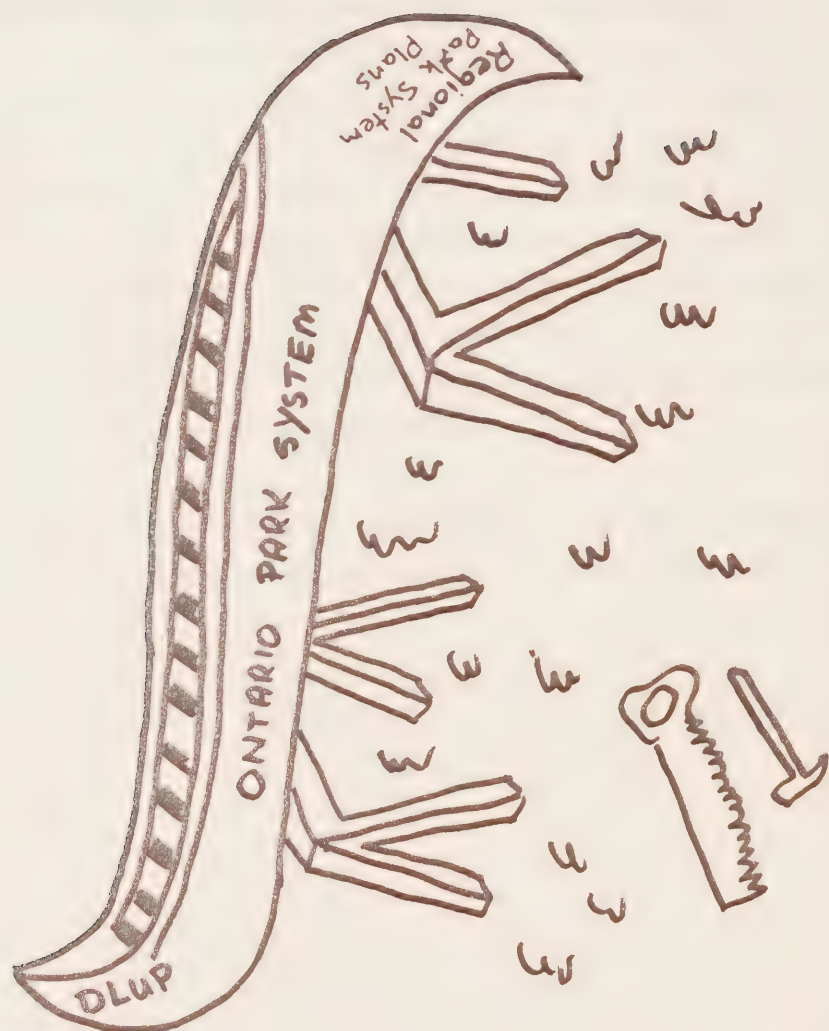
The statements under strategic and district land use planning (NWSLUP, p. 1-2) in no way assuage our concerns or answer the recommendations which follow.

RECOMMENDATIONS

1. That MNR issue a statement by August 15, 1982 saying:
 - a) who is going to be responsible within MNR for articulating and ensuring the survival of regional and provincial concerns;
 - b) by what mechanisms this will be ensured and;
 - c) that MNR publicly show during the process that regional and provincial concerns are being and have been met.

2. That MNR regional parks personnel design and undertake an educational program for district personnel (from the district manager level on down) which will develop in them:

- a) an appreciation of park values;
- b) an understanding of the park system and the district role in it;
- c) a pride in their work which will have them vigorously defending parks and their value and;
- d) a desire to communicate upward their views.



2.2 Anti-Park Bias

A major concern of groups like PARKS FOR TOMORROW is the general bias in the Ministry of Natural Resources toward resource exploitation. The results of this bias are: (1) a minimal amount of land committed to parks, and (2) that far more often than not, when there is a conflict between a park use and a resource exploitation use, the MNR decision-making favours the exploitation use.

2.2.1 Illustrating the Bias

A few illustrations here will demonstrate the bias.

2.2.1.1 One important policy statement in NWSLUP says that, "For all park proposals in the Northwestern Planning Region, boundary adjustments have been made in order to try to avoid conflicts with other resource users, most notably the resource industries" (p.42). We submit that this doesn't avoid the conflict; it simply decides it in favour of the resource industries.

2.2.1.2 In some DLUP's (e.g. Fort Frances, p.12, and Kenora, p.12) forest reserve proposals and deviations from the Affleck Guidelines are to be discussed with all affected parties. NOTO, tourist operators, and timber/mining companies are named. No party representing the interests of hikers, canoeists, park users, conservation, environmental protection, and the like are named and we doubt that such policy statements envisaged their inclusion. The omission indicates that these are not interests to be considered, and consequently decisions arising out of these discussions probably won't accommodate them.

2.2.1.3 The NWSLUP policy for forestry wood requirements (p.19) makes the statement that, "As a result of anticipated industrial expansions, this requirement [our emphasis] will rise to . . . by the year 2000." The target policy then states, "planning must provide sufficient

flexibility and opportunity for revision to accommodate the expected increase . . .".

In the NWSLUP policy on provincial parks (p.32) the targets are set at current usage levels and nowhere is there any anticipation of an increase or any provision of "flexibility and opportunity for revision". Particularly in the case of wilderness parks, failure to provide for possible increased "requirements" for wilderness opportunities effectively means that the opportunities are lost.

The contrast in the two policy positions is significant.

2.2.1.4 Decisions on 91 of 131 new candidate parks (NWSLUP p.34) will be resolved in the "future". Decisions are deferred for a number of reasons, including potential for resource extraction. Given the fact that the Ministry has gone to great lengths to avoid resource extraction conflicts in designating candidate parks, we deplore the bias that puts even the few parks that survived the sifting process in jeopardy.

2.2.1.5 Areas being considered as candidate parks are known to the exploitation industries long before parks users hear about them. The information comes from MNR. The consequence has often been immediate exploitation by affected companies. Park values are degraded or lost and/or the company sets itself up to claim intolerable economic consequences if a park is established. For example, Great Lakes Forest Products recently established Camp 702 and is establishing Camp 703 in the Whitewater candidate park area, even though it knew the area was a candidate for park status. GLFP now claims it could not afford the loss of these two camps. Similarly, part of the Bonheur Kames candidate was cut, and Boise Cascade is actively extending its operations into the limited timber resources on the rough terrain in the southwest corner of the proposed Atikaki park.

Even more astounding is the cutting of high value, established park reserves, such as Humboldt Bay, causing them to subsequently be dropped as park candidates.

Obviously, all of the degradation of potential park areas is done with the concurrence of the Ministry, who issued the licences. The only possible conclusion from such experience is that the Ministry is clearly biased toward exploitation and against parks.

2.2.1.6 There are only two Ministry areas of operations that have province-wide, coherent policy statements: provincial parks and forest fire management. Despite the fact that no provincial policies even exist for such operations as timber harvesting, forest management, fish and wildlife, multiple use, etc., the current DLUP process is putting provincial parks policy (the "Blue Book") under review. Where, we ask, are the other provincial policies? Why isn't there a lot of energy going into building solid policies in these areas instead of spending energy reviewing the comprehensive and generally well-received provincial parks policy? Focussing public attention on parks policy keeps attention off the policy vacuums in the other areas. This is neither healthy nor desirable for Ontario.

2.2.1.7 The proposed interim management guidelines permitting some resource uses in candidate parks clearly indicate a reluctance to establish parks. The Minister may cancel or modify candidate parks if resource exploitation values seem to justify it. There is not even an obligation to substitute a comparable park in the general vicinity, as is the case with exclusions over five percent in the FMA's.

2.2.2 Summary

MNR has a responsibility to treat each of the resources it manages in a fair and equitable fashion. Thus, in the case of conflicts, all interests would not only receive, but would appear to receive, fair and honest consideration. For instance, park candidates and reserves would

not be cut without public hearings first and public justification for any decision to cut. In fairness, this happened when the renewal of the Great Lakes licence in the Armstrong area was for one year only pending a decision on the Albany-Ogoki park proposal. However, no public hearing led up to this decision.

When we say that all resources should be managed equitably, we do not mean that parks should have the same land area devoted to them as timber extraction or some other use may have. We definitely mean in decision making processes that parks, and other uses, get the same treatment. End runs to subvert any use would not be permitted. Parks would not be measured against a lesser standard than other resources.

Is this not a reasonable expectation? Likewise, is it not fair and proper to ask that candidate parks not be deferred while resource extraction is contemplated or occurring? There is still time and opportunity in the final planning stages to correct some of these biases currently built into the process and to remedy some of the effects.

RECOMMENDATIONS

1. *That areas being considered for possible park status or as candidate parks be announced to park interest groups at the same time as they are made known to the exploitation industries.*

2. *That, in cases of conflicting land uses MNR must ensure that all interests not only receive, but are seen to receive, fair and equitable treatment.*

3. *That at the district, regional, and provincial levels real effort be made to compensate for the effects of a long history of pro-exploitation/anti-park bias in the policies, operations, and attitudes of MNR and its employees.*

2.3 Parks Targets

Parks targets are obviously the basis for developing the Ontario regional and district park system plans. Some aspects of those targets leave us deeply concerned.

2.3.1 Parks Targets vs Targets for Other Uses

Parks targets have been established by a long series of compromises to which no other land use activity has been similarly subjected. The compromises and reductions include at least the following.

1. Very early in this process, known possible park candidates were on MNR files due to public recommendations, MNR studies and the International Biological Program (IBP) and other programs. Some of these were "sifted" out for further study. The remainder were rejected.

2. Huge numbers of good waterway park candidates were rejected before the "Preliminary Evaluation of Ontario Waterways, May 1980" ever began. This is clear because the waterway evaluation includes almost no lake waterways except as lakes along very linear river routes. Excellent lake circle route waterways were never considered for central Ontario between Wawa and Temagami and northwestern Ontario west of about 88°W, the area with the highest waterway potential in the province.

3. The earth and life science studies for Northwest Planning Region were badly undermanned, underfunded and short of time. Inevitably, they could only deal with a limited number of candidates in a limited study area. Many candidates were lost either because there wasn't time to properly study them or they still have not been identified due to the shortages in staff, funds and time.

4. The Regional Park System Plans took the known information from the foregoing studies and sifted out more candidates, rejecting candidates in every class of park. Especially lamentable is the rejection of natural environment and waterway candidates from site districts (previously noted) which now lack the required waterway or natural environment candidate.

5. There was a "Regional Directors review" (MNR letter, 1982-07-15) which drastically reduced the size of a number of candidates.

6. The "single factor" target tests have led to the "adjustment" of district parks targets.

7. The presentation of so-called alternate candidates in the Northwest Planning Region e.g. Teggau-Winnange and Aulneau park candidates in two separate districts ensures that as one of the alternates is eliminated, the degree of failure of the park system plan increases - often dramatically in the case of a wilderness park. In this case, the back country travel potentials of both candidates are eliminated in the preferred district optional plans.

8. Candidate parks have been seriously compromised, even eliminated, in the planning process by resource extraction. For instance, Humboldt Bay and Bonheur Kames have been significantly reduced. They were important candidates for which cutting permits should never have been issued. We now have a compromised park system because of this. In fact, a clearcut method (pun fully intended) for the forest industry to eliminate a candidate park from contention is to apply to cut it as soon as the candidate is known. Permits for such cutting are then issued when they should not be. This was confirmed by MNR district personnel on our tour of districts, and in the Monzon report for the McCausland candidate.

9. The final cut will come as the DLUP options are finalized into one plan. MNR has made it abundantly clear that more park candidates will be eliminated in that process and remaining park boundaries will be "refined" (read reduced).

So, compromise is piled on top of compromise, onto compromise, onto compromise... and the park system shrinks and shrinks and shrinks and the degree of failure outlined in the Monzon Report (p.43-44) grows and grows and... It is this badly shrunk and mangled park system that becomes the district and regional targets. Then we see in option after option in the various districts that 100 percent of parks targets are met. One hundred percent of what? - 100 percent of an already shrivelled and gutted park system which the Monzon report shows (p.43-44) was already well below 100 percent before at least one third of the sifting process was finished. What the adequacy of the plan is now, is anyone's guess, but for sure it is less than what is already shown to be inadequate in Monzon.

In contrast, the target for timber is very simple. The target is "the total annual available wood supply..." Likewise fish, wild rice, etc. targets are the full capability of the district to produce these resources. There are no compromises made in setting these targets.

The result of all this in the DLUP options is that the public sees options which meet 100 percent of parks targets, while timber or other resource targets are less than 100 percent. Immediately they conclude that parks are getting undue and unwarranted favourable treatment. They never realize that parks targets are some fraction of a very serious compromise while the other targets are some fraction of a maximum situation. Were parks treated the same way as other targets, the percentage achievement would be under 20 percent for nearly all districts and under 5 percent for some districts in their

optional plans. This is so much worse than any other target achievement as to be farcical!

2.3.2 Recreation Targets

The concept of recreation targets is a constructive aid in planning a park system. The application of the concept is useful only if the premises are sound and the numbers generated are tempered with wisdom

We question the target premises which are based on the fact that "the mean existing supply per person for northern Ontario residents was derived and subsequently adopted as the quantitative target..." For day use, that was 0.93 opportunities and for car-camping it was 0.53 opportunities. The Monzon Report (p.24) indicates the study to set these targets (completed in March, 1980) for northern Ontario was "a less sophisticated" one, than the southern Ontario one. Why was it less sophisticated? Where is the justification to support the northern Ontario study's competence?

Repeated references to 1976 or 1977 figures and data in the North-western Region Parks System Plan, e.g. p.30, suggest while the study was done in 1980, the data are much older. If so, why are figures that old supposedly appropriate for 1982?

Finally, the most disturbing part of these targets is that the figures derived were "subsequently adopted". We can find absolutely no evidence to suggest whether or not those figures were suitable or appropriate for the conditions at the time they were collected, let alone whether or not they are still suitable today. In other words, did 0.95 and 0.53 opportunities come from studies of a good, bad or indifferent park system? If the park system was a good one, then the

opportunities were appropriate for that time and might make reasonable targets. What if the targets were based on an inadequate park system? If the opportunities were inadequate then, then they are inadequate targets today, and a park system proposal based on them is inadequate, even if the targets are met. Until we are shown the studies and rationale for these targets which clearly justify their adequacy and appropriateness, we can not accept the targets, nor the park system which they purportedly justify.

2.3.3 Representation Targets - Northwest Region

The development of a biophysiographic or landscape unit scheme for Northwestern Region is very commendable. It indeed improves on Hill's site classification system. However, we are confused as to how it relates to the former "soft targets" or park class targets which, to us, also seemed reasonable and desirable goals.

There are no park class targets presented in association with this landscape unit scheme. Park class targets need to be assigned to the landscape unit scheme just as to the previous site region and district scheme. For instance, how many natural environment parks are a desirable target for each landscape unit? How many wilderness parks? How many nature reserves? How many waterway parks? Until those targets are set, there is no way of measuring the adequacy of this new system.

We received the "Northwest Region Park System Plan" on June 30 and "Landscape Units of the West Patricia Planning Area" on July 2. There has not been time to properly analyse these proposals, so we can only offer our initial reactions here. Be aware that these are initial reactions and we may revise them as we learn more about the system.

Since the only target offered for each landscape unit is that it must be "represented", we see a clear need to have something more ambitious and concrete. Our suggestions follow.

2.3.3.1 Wilderness

Each landscape unit should be represented by either a wilderness park or a wilderness zone. North of 50°, if a wilderness zone is the choice, this requirement can equally be met by a nature reserve subject to the following size requirements.

Size for the wilderness zone or equivalent nature reserve must meet the "steady state" and "ecological integrity" criteria outlined in the Northwestern Region Park System Plan (p.74-77). In the case of wilderness parks, the size criteria should be an absolute minimum of 100,000 ha south of 50° in Northwestern Region and 250,000 ha north of 50°. For sound ecological reasons, wilderness parks should normally be more than double these figures. All MNR proposed wilderness park candidates in Northwestern Region meet these criteria except Aulneau. In the Kenora District response, we show how it is possible to come closer to the 100,000 ha target in the case of Aulneau park candidate, by including the islands in Lake of the Woods.

In addition to these targets, it is imperative that the original target of one wilderness park per site region still be met even though landscapes are now the general basis for targets. Ignoring this requirement could lead to a park system without any wilderness parks.

It is pleasing to see that the Northwestern Park System Plan generally meets all of the above conditions.

2.3.3.2 Nature Reserves

The wilderness park or zone should protect a major and representative

sample of the landscape unit. North of 50°, as already noted, this wilderness zone component may exist as a nature reserve which meets the "steady state" and ecological integrity criteria outlined in the Northwest Region Park System Plan (p.74-77). Other, generally smaller nature reserves should exist as well to protect the unusual, rare, or unique features within the unit. There should be an ongoing program to identify these special features and there should be special programs which identify and protect features in the face of developments in the area.

2.3.3.3 Natural Environment Parks

Each landscape unit should have one natural environment park or one nature reserve which meets the criteria listed under the nature reserves section.

2.3.3.4 Waterway Parks

Each landscape unit should be traversed by one or more waterway parks or parts of waterway parks. The minimum length of waterway park in the unit should be 20 km. Distances that short should be a rare exception while the norm should be 80 km or more.

2.3.4 Park Class Target Achievement

Most Northwest Planning Region Districts have published at least one optional plan which claims to meet 100% of parks targets. This is a deceptive statement.

The park class target for wilderness is one wilderness park per site region. This is met in the Northwest Planning Region except for site region 3S. There, the sliver of the north end of Woodland Caribou jutting into 3S does not adequately represent 3S. Until a

separate park is created for 3S, the claims in the West Patricia Land Use Plan, Options A and B, that 100 percent of parks targets are met are fallacious.

In the case of waterway parks, the park class targets are not met for site districts 3S (Red Lake and Sioux Lookout Districts), 4S-1, 4S-2 and 4S-4 (Red Lake, Sioux Lookout, Kenora, Dryden and Ignace Districts) and 5S-1 and 5S-2 (Kenora and Fort Frances Districts). In addition, the following site districts are very poorly represented: 4S-3, 4W-1, 4W-2 and 3W-4. How can optional plans claim 100% success in the face of this?

Likewise, the natural environment park class targets are not met for 3W-1, 3W-4, 4S-1 and 4S-4.

In some instances, it may not be possible to meet park class targets e.g. a wilderness park in southwestern Ontario. Notwithstanding, there is a duty to explain why these targets are not met, especially in the face of the fact that backcountry travel targets are not met in Northwestern and Northcentral Regions - two regions with huge backcountry travel potential.

We are dumbfounded and outraged by the audacious district optional plan claims that parks targets are met when they so clearly are not.

We have noted previously (Anti-Park Bias section) that parks have been subjected to a set of standards which no other use in the planning process has received, and which no other group, division or branch within the Ministry has received! Park class targets are very conveniently omitted from public view in all parts of the DLUP process - background, open house and optional plans. We can find no instance of timber, mining, cottaging, fish and wildlife, etc. targets being ignored.

2.3.5 Back-Country Travel Targets

The targets for back-country travel, trouble us deeply, specifically some of the assumptions on which they are based, or decisions on their application.

1. Back-country travel targets are based on figures generated in the Ontario Recreation Survey - 1973. These figures were then projected forward to obtain estimated participation rates for 1976 (BCTT or Back-Country Travel Targets. 1980. p.6).

2. Three sets of figures were available for projecting the increases from 1973 to 1976.

- a) Algonquin Park experienced 8.1 percent growth in interior camping for this period (BCTT, p.6). This is a growth rate of 2.9 percent per year
- b) the C.O.R.D.S. survey (1978) estimated the "growth in canoeing for the years 1967 to 1976 (by Ontario residents) to average about 13% per year".
- c) The average growth rate in back-country travel in "Quetico and Algonquin Provincial Parks between 1966 and 1979" is 3.7 percent per year (BCTT, p.20).

MNR took the lowest of the three increase rates and used that to calculate 1976 figures. That seems spurious to us because (i) the figures for Algonquin Park alone are assumed to apply to the entire province (BCTT, p.5) and (ii) Algonquin park is the narrowest of bases on which to make assumptions. Quetico and Algonquin Parks combined would be a broader base and intuitively make more sense

3. By following the foregoing course of action, the back-country travel targets start being built from the lowest possible base which seems

to also be the most shakey statistically.

4. We do not quarrel with the assumption that canoeing is the most convenient measure and probably the best single indicator of back-country travel. We do note, however, that the low figures for backpacking probably relate more to a lack of trail facilities at the time of the study than to a lack of popularity in backpacking.

5. We seriously question the calculation of the opportunities based on canoeing, by administrative region, outlined in table 3 of BCTT (p.9, 28-32). Regardless of the way the calculations were done, examination of maps and common sense suggests that Northcentral Region should not produce about half the opportunities of Northwestern Region from slightly more miles of canoe routes. Nor does common sense suggest that Northwestern Region contains 41 percent of the canoeing opportunities in the province. Other figures on opportunities in table 3 also leave us baffled.

~~6. Next, we are left to compare the BCTT (1980) with its superceding document, Provincial Park Back-Country Travel Targets, March 5, 1981. Table 10 (p.21) of BCTT shows 3,977,000 additional back-country travel opportunities are required for Ontario in the year 2,001 based on estimate B, with annual growth rate of 3.7 percent per year to a maximum level beyond which the only growth is due just to population increases. The same target in table 6 of the 1981 document has dropped to 1,266,000 opportunities, a drop of 69% in a mere 11 months without a single note of explanation. More incredibly, the 1981 document says (table 3) that 3,887,000 additional opportunities are required in the year 2,001 but, again without explanation goes on to assign only the 1,266,000 noted above. By what logic does MNR assign only one-third of the opportunities which are required in the year 2,001? Were this a timber target, the full measure would have been assigned!~~

We erroneously interpreted the BCTT figures in the rush of preparing this document. The above section should therefore be totally ignored.

7. We find that the assigning of the percentage of wilderness and non-wilderness back-country targets to the several regions to be nonsensical. Northeastern and Algonquin Regions should be picking up the lions' share of additional targets because they have the capability of meeting the demand (BCTT, p.9) and they are close to where the demand is - southern Ontario. We note that the huge band of lake country running from Lake Superior to the Quebec border has almost no wilderness parks, waterway parks and large natural environment parks which can supply the opportunities closest to the demand. Instead, Northwestern and Northcentral Regions are assigned the largest percentage of opportunities, which surprisingly comes fairly close to providing the correct number of parks and opportunities if they are all established. A quick glance at a map of parks and proposed parks for Ontario, mixed with common sense, shows that the people of southern Ontario have been short-changed. If significant numbers of them want back-country travel, particularly a wilderness experience, they are going to have to travel across the entire province. How does that fit with the Ontario Energy Policy's stand on conservation of energy?

8. It is one thing to assign a target. Achievement is quite another matter. For instance, Northwest Region thinks it was assigned an unfair percentage of the provincial back-country targets. That may be, but that percentage assignment produces, in our opinion, about the correct number of opportunities if the proper provincial total of 3,997,000 opportunities for the year 2,001 had been used. The problem, as already noted, is not that Northwestern got too much, rather Northeastern and Algonquin Regions got too little in the way of actual numbers of opportunities.

But we wonder why Northwest Region should feel hard done by. It has failed to meet its assigned wilderness park target for site region 3S and has, as already noted, missed a significant number of park class

targets for natural environment and waterway parks, all of which should be there and many of which would provide back-country travel opportunities.

Then the districts of Northwestern Region start hacking. In their 'preferred' plans, they eliminate or slash the following parks and their mostly wilderness back-country opportunities: English River, South Pipestone, part of Woodland Caribou, Teggau-Winnange, Severn River and Aulneau. That is a total loss of 105,000 opportunities out of a total supply of 287,500 opportunities.¹ That is at least a 40 percent slashing of an achievement which is already 44 percent below target! Northcentral region does likewise, but to what degree is more difficult to determine.

9. If back-country travel targets are indicative of other ^{parks} targets, one simply cannot have much faith in any of them. As we analyse the situation, we see less than lucid explanations, assumptions that appear weak, targets that appear lowered without justification, and a general unwillingness of districts to meet even these already weak targets.

RECOMMENDATIONS

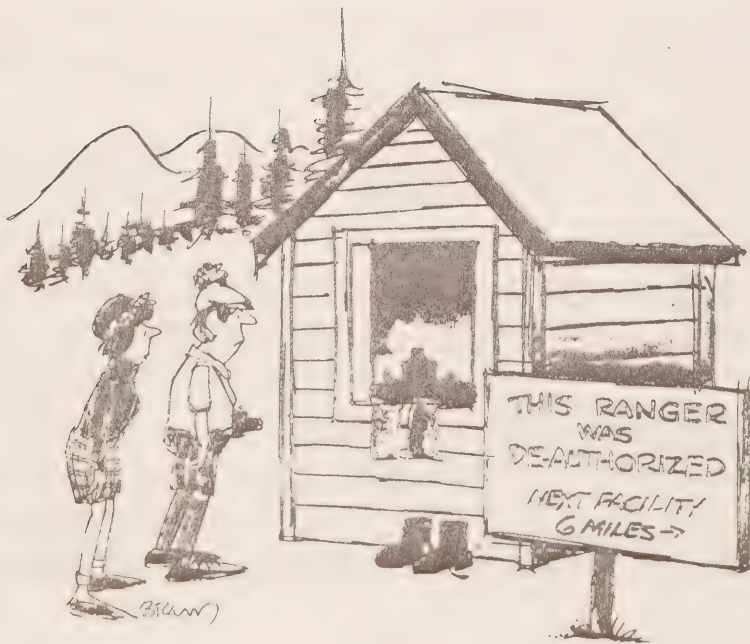
1. That MNR produce a set of lucid, short explanations for the targets used in this exercise, going back to first principles, for groups such as ours and anyone else who wishes to see them.

2. That MNR regional personnel, especially regional directors, ensure that nearly every one of the parks in this SLUP-DLUP exercise comes to fruition as a park with its boundaries intact as proposed.

¹No deductions are made for Woodland Caribou since the district does not calculate the effect of the reductions on targets and Aulneau doesn't appear in either set of figures.

3. That head office personnel also ensure that nearly every one of the parks in this SLUP-DLUP exercise comes to fruition with its boundaries intact.

4. That regional and head office personnel recognize that if SLUP-DLUP candidate parks, especially the larger ones, are eliminated or have areas slashed, they will be further applying totally unreasonable criteria to parks.



2.4 Interim Management Guidelines

The only statement on interim management guidelines which we have been able to obtain, after persistent questioning, is the Minister's statement of March 12, 1982. We can not accept that statement as a clear and adequate policy for the management of candidate parks before their establishment as regulation parks! It is indefinite and vague. The various DLUP references to what uses might be permitted in candidate parks under interim management guidelines cause us considerable concern. A clear and definite policy on the interim management of candidate parks is needed.

2.4.1 Very Serious Problems with Interim Management Guidelines

2.4.1.1 Policy

It is fair to say that the proposed 'interim use policy' shies away so much from specificity as to be no policy at all. In fact, it serves to offer MNR a convenient escape proviso should an individual or company want to explore the opportunity for resource development in any candidate park.

The general tone is best illustrated by the section concerning mineral exploration, wherein one is assured that: "...chance of finding an economic deposit are few. Furthermore, a serious attempt has been made to locate proposed candidate parks in areas where mineral potential is regarded as low." (emphasis in original)¹. A review of the Report of the Task Force of Parks System Planning (the Monzon Report) supports this statement as does the knowledge that the Ontario Geological Survey has been hard at work assessing mineral resource potential throughout the province. However, in the same

¹(Ontario Ministry of Natural Resources), Background Information on Land Use Planning and Parks System Planning in Ontario, Toronto, March 1982, p.8.

section, one reads, as justification for the decision to open candidate parks to mineral exploration, that: "this [the former policy of barring mineral exploration in candidate parks] has created concern in the mining industry, particularly when areas believed by some to have reasonably good potential were removed."(our emphasis).²

2.4.1.2 Park Values

We are assured repeatedly that interim use of any sort will occur under a management regime which will respect, indeed protect, park values. This assurance would be quite calming, were it not for the following statement in the Monzon Report, concerning Nature Reserve candidates: "Identification of proposed nature reserves is incomplete in Southwestern, Central, Eastern, Northeastern, and Northern Regions (life science representation). In addition, many of the proposed candidates identified in the Northwestern and North-central Regions require further effort to identify the particular earth and life science features requiring protection".(our emphasis).³ One looks in vain through the proposed interim use policy for some indication that an earth and life science inventory will be undertaken before interim use is permitted in any candidate park. How are management guidelines to protect park values when management has a poor idea of what and where those values are?

2.4.1.3 Interim Use and Local Economic Hardship

One clearly-stated goal of the Ministry of Natural Resources concerns a commitment to fostering economic growth through resource development in order to strengthen the Ontario economy. One can have

²Ontario Ministry of Natural Resources, Background Information on Land Use Planning and Parks System Planning in Ontario, Toronto, March 1982, p.7.

³Ontario Ministry of Natural Resources, Report of the Task Force on Parks System Planning, Toronto, September 1981, p. 62.

some sympathy, then, with the statement that: "Immediate or total removal of access to these areas [candidate parks] and resources could create significant economic hardship for local individuals, communities and industries."⁴ However, the question which needs to be asked (and then answered by research) is: will the immediate or total removal of access to these areas and resources create significant economic hardship...? The question, restated so as to be meaningful, is certainly a point of concern. Any proposed interim uses of candidate parks should address this concern and possible hardships associated with withholding access should be documented.

2.4.2 Park Areas of Interest and Interim Guidelines

We see some justification in designating potential parks, generally nature reserves, as "park areas of interest" (PAOI), on the basis that there is not enough known about them now to be sure of their significant features and appropriate boundaries.

We also see a number of risks to such a designation. (1) There is no indication of the process or time in which park areas of interest would eventually become permanent parks. This land use planning exercise could take several decades if there is not a definite program to convert parks areas of interest into parks within a reasonable period of time, with public participation at all stages. (2) There is no indication that if a particular PAOI is modified or withdrawn as a result of further investigation that it will be replaced with a comparable or better substitute. We can visualize situations in which a PAOI was not as good a representative of a landscape unit as was expected. We would expect MNR to seek a better representative park, not to just withdraw the PAOI. Similarly, we'd expect boundaries to be enlarged if that was necessary to do a better job of representing

⁴Background Information..., op. cit., p. 7

a landscape unit. (3) Our greatest concern is the potential resource exploration and variety of uses that could be permitted during the interim management period. Since the features and values of PAOIs are largely unknown, we think any interim management guidelines that permit any uses not consistent with a nature reserve classification run a high risk of damaging park values. At worst, only the current uses having minimal effect on the terrain, plants, animals and ecosystems should be permitted to continue. These uses should not increase in scope and should be phased out when possible.

We have the same concerns about candidate parks other than PAOIs. We consider any timber harvesting or mining to be unacceptable interim uses. Mineral exploration may not be particularly damaging, but to us, it is quite unreasonable that a hint of aggregate or mineral potential will override significant park values and be used to modify or withdraw a candidate.

2.4.3. Interim Management Guidelines and the Public

MNR district personnel in a number of districts have made it crystal clear that interim management guidelines are to be written and implemented with NO public consultation or input. This is totally unacceptable, especially given MNR's record of protecting existing park reserves and park candidates.

The following park reserves or candidates have been eliminated from contention in the park system plan or reduced in size solely because resource extraction has destroyed their park values: Kawabatongog, Springwater, Lindsley Lake, South Fowl, McCausland, Lukinto Lake, Humboldt Bay, Bonheur Lake and the Atikaki proposal for Woodland Caribou. Other examples probably exist of which we are unaware.

Given the pressures from resource extraction industries, the anti-park bias of MNR and the poor communications between regional offices and district regarding park candidates (Monzon Report, v.2, p. 117) there is absolutely no reason to have any faith whatsoever in interim management guidelines (both formulation and application) to "guarantee protection of those values which led to the individual areas [candidates, park areas of interest, etc.] being identified" (Hon. Alan W. Pope, March 12 statement, p. 17).

If deferred candidates or park areas of interest are to have more than a snowball's chance in hell of surviving resource exploration and extraction, then interim management guidelines have to have several things happen to them.

1. The guidelines have to be formulated into a clear, firm provincial policy statement.
2. There has to be public input and cognizance of public input in both formulation of the provincial policy and the policies for each candidate park or park area of interest.

Anything less, guarantees destruction of the candidates' values and the fine regional park system planned for the northwest planning region.

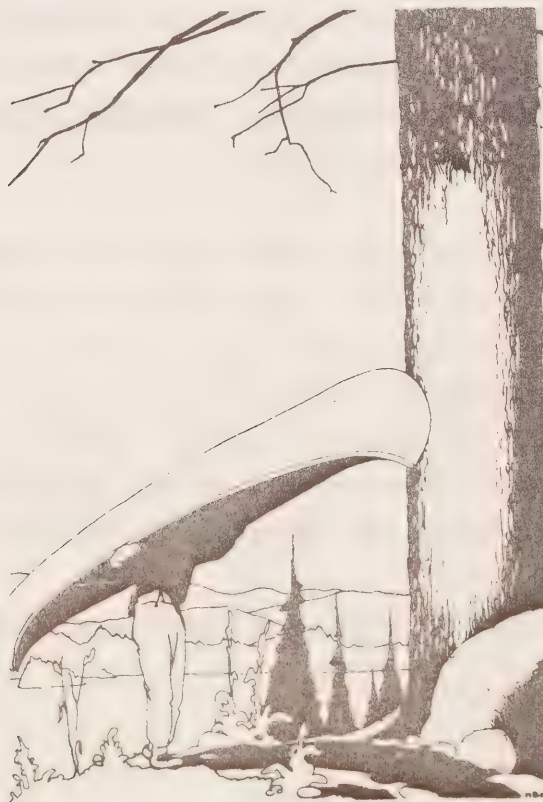
RECOMMENDATIONS

1. *That MNR prepare and publish a provisional, comprehensive provincial policy statement on interim management of "park candidates", "park areas of interest", "park zones", or "deferred park candidates", and that the provisional statement be subjected to public scrutiny and hearings and be revised to reflect public comment before publication in final form.*

2. *That any provisional draft stipulate, amongst other things, that interim use guidelines not be applied until:*

- a) a full and complete inventory of candidate features and values has been completed and published;
- b) public hearings be mandatory after the publication of both the inventory and a set of provisional interim management guidelines;
- c) the provisional guidelines subsequently be modified to reflect public input and then published;
- d) MNR monitor by field visits the performance of the exploration and/or extraction on a weekly or more often basis and;
- e) any violations of the guidelines result in the immediate cancellation of right to work in the area and total withdrawal of all equipment and personnel from the area.

3. That no resource exploration or extraction be allowed in any park candidate, park area of interest or park zone until interim management guidelines have been developed and approved according to the foregoing process.



2.5 Blue Book Review

2.5.1 Introduction

The Ontario Provincial Parks Planning and Management Policies, more commonly called the Blue Book, is unquestionably the finest, most comprehensive policy statement MNR has. Until April, 1982 it was also the only provincial policy statement which MNR had. Now there are two - parks and forest fire management. That the fire policy statement is not being reviewed as part of the DLUP process again confirms the bias against parks. That the parks policy should be singled out for review when timber, fish and wildlife, roads, wild rice, trapping, etc. don't even have a coherent or comprehensive policy and management statement is a red herring - an apparent move to deflect attention away from the very serious policy and management shortcomings in those areas. This is not to say the Blue Book is perfect, but the flaws in the parks policy are but a couple of grains of sand in a huge beach of policy-management flaws in the other areas.

Let us make it perfectly clear. WE UNEQUIVOCALLY SUPPORT THE BLUE BOOK'S GENERAL THRUST, ITS ESSENCE AND ITS LARGER GOALS! With rare exceptions, it is carefully thought out, well written, rational and has stood the test of time.

Our suggestions for improving the Blue Book are only intended to make a good thing better - fine tuning if you will.

2.5.2 Legislation

Legislation governs the Blue Book and as such is not part of it. However, this seems the best place to include our comments on legislation.

The Parks Act needs to be modified so that individual parks and their

boundaries are enacted as amendments to the Parks Act or as individual acts. A provision of the revised Parks Act should be that recission of a park or adjustment to its boundaries can only be achieved by an amendment to the Parks Act, or by a separate act.

RECOMMENDATION

1. *That all parks and their boundaries be established by an amendment to the Parks Act and that recission of parks and adjustments to their boundaries likewise only be done by amending the Parks Act.*

2.5.3 Cabinet Approval

After the review of the Blue Book is completed and revised in light of public comment, the resultant policy and management guidelines will be the only MNR policy statement which is provincial in scope, comprehensive and has been subject to public review.

A document subjected to that kind of attention demands Cabinet approval. Such approval should be sought and obtained. However, six months before such approval is sought, the document submitted for approval should be made public so that everyone knows what approval is being sought for.

RECOMMENDATION

1. *That the revised MNR, Ontario Provincial Parks Planning and Management Policies document be made public six months before it is sent to Cabinet for approval. Cabinet approval should be sought, even pursued, until it is obtained.*

2.5.4 Fire Management in Parks

With the publication of the provincial forest fire management policy (April 1, 1982) and its clear recognition of the need "to utilize the natural benefits of fire in achieving ministry objectives for land and resource management" (p.2), the time has come to develop a separate fire policy statement for parks.

That statement needs to say both that fire will be used and wildfire and prescribed burns will be used to achieve park goals. It should address the need for fire management plans in wilderness, nature reserve, natural environment and waterway parks. It should offer some suggestions for developing fire management plans in each type of park. Parks should play a major role, if not the major role in MNR efforts to educate the public to the value of fire.

We have ideas to offer on the subject but the time is simply not available to develop them here. We would like to be involved in the development of such a policy statement.

RECOMMENDATION

1. *That MNR develop a fire policy statement for provincial parks and that it involve the public in the formulation of such a policy statement.*

2.5.5 Park Development

MNR personnel have indicated that designating a proposed park as natural environment, recreation or historical requires that money be spent developing it. We don't know why that is the case. We can find no written policy confirming it.

We don't believe it is public expectation that requires money be

spent developing these classes of parks. If nothing else, our contact with over 1000 people from the public at large in this exercise has made it painfully obvious that the public doesn't know one class of park from another and could care less about classes of parks.

Why then, does this supposed requirement to spend money developing certain classes of parks have any bearing on the class of park a candidate becomes? No candidate should require development because it is a certain class of park. Any candidate should be developed if there is a proven need for its development. We see nothing whatsoever wrong with a natural environment, wilderness or any other class of park sitting there without so much as a sign to identify it, without so much as a devalued Canadian penny spent on its development.

RECOMMENDATIONS

1. *That development of all classes of parks be based solely on the proven need to have a particular candidate developed, whatever its class.*

2. *That a statement be included in the Blue Book which specifically states not only the above, but also states that candidates of any class of park may be fully established without any money spent on development.*

2.5.6 Wilderness Parks

2.5.6.1 Size

The size of wilderness parks is contentious, as well we know. The basic criterion is large enough for ecological integrity and self-sufficiency. We see the prescribed minimum size for wilderness parks at 50,000 ha and the average size of 100,000 ha as serious compromises, and indeed deficient in terms of achieving protection targets for

wilderness parks. We noted again and again wherever we went in northwestern Ontario that the majority of targets set in the DLUP process, be they timber, fish or whatever, are set in relation to an ideal, namely 100 percent of what is available. When setting a target for the size of wilderness parks the ideal should be strived for, not some compromise which will hopefully wash with foresters, fishermen, geologists, hunters, or whomever.

Based on previous work (Addison and Bates, 1974)¹ the minimum size for wilderness parks should be 100,000 ha and the majority of wilderness parks should be over 315,000 ha in size. The compromising on size, if it occurs at all, should come on an individual case basis during park master planning.

There are certain geographic boundaries which have to be lived with which may dictate size. Thus we are not bothered that the Brown-Wilson wilderness park proposal is well under 100,000 ha. What should be done in cases like this is make the largest possible park given the geographic constraints of the area. Small wilderness parks like Brown-Wilson will have to be extremely carefully managed because of ^{their} small size. Visitor management will be the biggest problem in these small parks which lack the opportunities for dispersal found in large parks.

RECOMMENDATION

1. *That the minimum size for wilderness parks be set at 100,000 ha with the majority of wilderness parks to be over 315,000 ha.*

¹Addison, W.D. and J.D. Bates. 1974. Wilderness in Ontario. Part II. Ontario Naturalist 14(2):36-41.

2.5.6.2 Transportation

We are longstanding proponents of non-motorized transport in wilderness parks. We still are! In extremely rare instances, an exception may be necessary. It is apparent to us that one of those exceptions is the Lake of the Woods portion of the Aulneau condidate. We believe motorboating is both a longstanding popular and legitimate use for Lake of the Woods itself in the future Aulneau Wilderness Park. This is not to say that lakes inland on the Aulneau Peninsula should be available to motorized transport. They should not! Nor should all-terrain vehicles or any other form of motorized transport be used on the land base.

In advocating motorboat use and access into the Lake of the Woods waters of Aulneau we certainly are not advocating the development of docking facilities, moorings or marinas. This will be a wilderness park, and motorboaters should have to rough it just as they currently do, or just as any non-motorized user will have to.

For park designation and management purposes, we would prefer that the park boundary be in the waters of Lake of the Woods and that boundaries be adjusted to include offshore islands which are crown land and which compliment park values.

RECOMMENDATION

1. *That motorboats be allowed on the waters of Lake of the Woods in any Aulneau wilderness Park and the waters of Hudson's Bay-James Bay in the case of Polar Bear Park.*

2.5.7 Waterway Parks

In examining the waterway park proposals during this exercise, two

distinct groups of waterway candidates have emerged. The first is best called a wild river waterway, meaning that it is a river which still retains an obvious wilderness character or conversely that it has almost no development along its length. Wild River examples which come to mind include the Winisk, Severn, Otonkowi-Attawapiskat and the Albany candidates. The second group, simply identified as a waterway park, has some degree of development, but still follows current waterway park policies. Examples of these waterway candidates include La Verendrye, Steel, English and Black Sturgeon Rivers.

The differences in the two groups are so great as to warrant their distinction. Therefore we propose keeping the current waterway park designation and planning and management policies. Additionally, we propose designating a wild river sub-category of the waterway park with a new set of planning and management policies designed to perpetuate the wilderness character of these wild rivers. We lack time to develop a set of suggested policies now but we would like to be involved in designing them at a later date.

RECOMMENDATIONS

1. *That the current waterway park name, designation and policies continue to be applied to those rivers having a fair degree of development.*
2. *That a new sub-category of waterway park be created with the name wild river waterway park, and that planning and management policies be developed to ensure the perpetuation of the wilderness character of this type of river throughout its length.*
3. *That public input and assistance be sought in developing policies for the wild river waterway park.*

2.5.8 Nature Reserves

Because nature reserves are the most restrictive class of park, they have attracted undue attention, especially in Northwestern Planning Region which had both the guts and the wisdom to develop the nature reserve idea along the lines intended for nature reserves. The foresight shown by Northwestern Planning Region has at the same time brought nature reserves into conflict with other well-established users. Nature reserves are the losers in some of these instances. They need not be and should not be.

We believe there should be two classes of nature reserves. The first type, which includes by far the largest number of nature reserves, should continue to exist or be created solely for protection purposes, just as they are now.

In rare and very special instances, there may be a second class of nature reserve which differs from the common and normal nature reserve in that it has a natural environment zone. Within the natural environment zone, the following activities may be allowed under careful, thoughtful control: back country camping, small primitive campgrounds (containing only cleared campsites, firepits and pit toilets), fishing and hunting.

Two examples illustrate how such a zone might be applied. The Slate Islands are a provincially significant area offshore from Terrace Bay in Lake Superior. There is a small but longstanding use of the area by residents for sport fishing and shoreline camping while fishing. The fishing occurs in Lake Superior and is not considered to be a significant feature to be protected in the proposed nature reserve for the area. In this instance, a small natural environment zone or zones could be created in the sheltered coves traditionally used as campsites. Careful development of these campsites (some

clearings for tents, fire pit and a pit toilet) would attract people to appropriate areas, ensuring that activities which are going to go on no matter what MNR does, go on in the areas best able to support the use and as far away as possible from the unique features on the Slates which require protection.

In another vein, we think MNR should stop trying to bluff people on angling in nature reserves. On several occasions, we have been told angling is an impediment to the creation of a nature reserve on the Slates. To quote one forthright MNR employee, angling is a "red herring" when it comes to nature reserves. There is only one way to legally ensure no fishing in a nature reserve - create a fish sanctuary under the Fisheries Act. Provincial parks do almost nothing to protect fish communities. We believe that this sorry neglect of fish communities should be rectified, especially when nearly every other living community receives some protection in parks. That means not only passing an order-in-council establishing the nature reserve, but an order-in-council establishing a fish sanctuary for the waters within the nature reserve. All water bodies containing fish in nature reserves, except those in natural environment zones, should be designated fish sanctuaries.

Another location in which the designation of nature reserve with natural environment zoning might solve a significant conflict problem is the islands in Lake of the Woods proposed as additions to Lake of the Woods provincial park. Residents and outfitters in Morson are vigorously opposing adding these islands to the park system largely because they have traditionally used the islands for fall duck hunting. The hunters sit onshore and shoot out over the shallow water around the islands. The hunting certainly disrupts waterfowl on a resting and staging area, which is detrimental to an obvious park value. At the same time, if hunting in the area is not a significant factor contributing to the decline of waterfowl populations,

it could be allowed to continue subject to certain conditions.

Some of these conditions might include:

1. monitoring the hunt to ensure it really is not causing population declines;
2. monitoring the hunt to ensure it is being confined to shore areas and that wood or other park values are not being depleted or damaged by hunters;
3. ensuring that hunters pick up their garbage including spent shells, cans, bottles, etc.;
4. designating only some of the shoreline area as natural environment zone and therefore open to hunting, ensuring that waterfowl do have some areas where they can rest without being blasted into oblivion;
5. licensing hunting in the area to ensure that the total hunting days and therefore the total bag remains constant and does not become a growth industry over the years.

RECOMMENDATIONS

1. *That there be two classes of nature reserves; the regular nature reserve and a new class of nature reserve which may have a natural environment zone.*
2. *That the regular nature reserve be treated identically in terms of policy and management as currently outlined in the Blue Book and that this class of nature reserve always comprise at least 95 percent of the total number of nature reserves.*
3. *That the class of nature reserve containing natural environment zones never comprise more than five percent of the total number of nature reserves and that policy statements be developed, with public consultation and input, which designate the types of activities allowed in this zone, their degree of management and the special forms of management which they will require.*

2.5.9 Park Areas of Interest

We are deeply concerned with the large nature reserve candidates in the WPLUP area which are designated park areas of interest. We understand, from conversations with MNR parks personnel, that nature reserve status is sought for these areas largely for administrative reasons. Nature reserves are seen as requiring no development, virtually no administration, management or enforcement and therefore no expenditures of money. In times of tight budgets, that would appear a common sense short term approach.

We do not think it is a sensible long term approach. For instance, anyone living off the land in these areas would feel threatened by this, the most restrictive of all park types being proposed in his area. If MNR then established nature reserves, would not many people go on with their traditional life styles, knowing full well that MNR does little, if anything, to enforce laws in these areas?

Now, looking at this development from an MNR viewpoint some years down the road, we see real problems. Development of the north will almost certainly continue and as that happens, MNR will finally have to start enforcing park laws. By then, peoples' attitudes will have hardened to the point where they have no respect for parks or parks principles and least of all for the nature reserve concept, the most protective of all park classes. Developing that respect will be next to impossible then and parks in the area will be under heavy political pressure because of short term administrative convenience today.

It seems to us that two possible courses of action are possible to prevent this.

The park reserve route is one possibility, providing that a park reserves policy is adopted by MNR which ensures they receive

the protection from heavy resource extraction that they have not received in the past e.g. Humboldt Bay. We think traditional uses such as trapping, removal of timber for firewood and local cabins, commercial fishing and wild rice harvesting should proceed as they have in the past. However, expansion of use in the area should be actively discouraged or not permitted. Whenever pressures for park development mounted to the point of something having to be done, then the mechanisms for integrating traditional uses with park development could be done gradually over a period of years in the master planning process which is fully consultative or should be so. The class of park to be established would be decided in master planning.

The second, and more favourable route from our viewpoint, is to make the park areas of interest into natural environment parks, the least restrictive park class and the one with the most flexible zoning options. We have been advised that this class of park is not desirable for this use or in the case of Slate Islands because natural environment parks require that money be spent on their development. As stated earlier, we can find nothing in the Blue Book to support this view. We can see nothing wrong with a natural environment park in an isolated location without a single picnic table, fireplace, pit toilet or road.

Given the desirability of undeveloped natural environment parks, the following scenario could occur with park areas of interest. Once their boundaries are tentatively identified, park master planning would proceed in a fully consultative fashion (which the SLUP-DLUP exercise doesn't even begin to achieve). Boundary designation, zoning, etc. would all be in the open. In the initial five year plan we think there should be maximum flexibility and all existing non-industrial, traditional uses should continue. Then over a period of about twenty years, non-conforming uses could be phased out subject to the conditions outlined in our section of park phase-in (sec. 2.5.10).

RECOMMENDATIONS

1. *That park areas of interest immediately receive the status of a full-fledged candidate park whose boundaries are to be finalized during the park master planning process.*

2. *That these park candidates not be classed as nature reserves but rather natural environment parks which will remain undeveloped until such time as there is a need for them to be developed.*

3. *That master planning for these areas be a fully consultative process beginning with formulation of a first tentative master plan.*

2.5.10 Park Phase-In

2.5.10.1 Fundamental Reasons for Phasing Out Resource Extraction from Parks

MNR is committed to resource exploitation. To let an animal or plant die a natural death is an "opportunity" lost, part of a "target" missed, something wasted. While never put in religious terms, a good number of MNR employees speak of these 'wasteful' natural deaths with a fervor and in tones which clearly indicate they see such deaths as a sin. Of course, their opinions are shared by wide segments of society and we respect their views. But we do not share that view!

The fundamental argument over whether or not there should be these terribly "restrictive" things called parks boils down to whether or not man has the right of dominion over everything. Does man have the right to subjugate every living thing to his whims or even his needs? We don't know the answer to that question nor does anyone else, in our opinion. Our belief is that we lack that right. We view parks as the best mechanism today in which Ontario's exquisitely complicated and beautiful ecosystems, the product of millions of years of evolution,

have a chance of continuing to evolve with minimal effects from mankind's numbers and technology.

Industrial man has the capability to alter provinces, countries, whole continents, even the oceans. We are demonstrating this here in Ontario with our boreal and transition forests where we have commercially eliminated white spruce, white pine, red pine, yellow birch and black cherry, to name only some. Between cutting and the blister rust, white pine seems headed for extermination, one of the hundreds of species doing so world-wide each year. Acid rain has taken its toll but not before commercial and sport fishing and introduced species had destroyed fish communities over areas as large as the Great Lakes and as small as a pond. We have the technical ability to do these things and our technology is constantly 'improving'. Our society introduces these technologies prior to assessing their consequences. Thus forest tending and protection from insects is planned to be done almost exclusively with chemicals whose effects we know almost nothing about. Frankly, we don't know how to persuade society to assess new technologies before applying them, so we need insurance in the form of parks - places where change comes slowly, not quickly; in small doses, not massive ones.

We would agree with the statement we heard repeatedly in Northwestern Planning Region from MNR personnel at junior to senior levels; that things like hunting, trapping and wild rice harvesting could go on in parks with only minor direct conflict with park users. Of course this is possible because the peak season for park users is different than these other activities. But that argument ignores the basic values of parks - their insurance value against technical improvements in the likes of hunting, trapping etc. - their value as areas where organisms do not have to face the most powerful predator of all. There will be conflict with resource extraction in parks whether or not park users are there when the extraction is going on. That conflict will be there

because resource extraction is a philosophical and fundamental contradiction of the reasons for parks. And that is the reason why we, as parks advocates believe non-conforming uses like trapping, commercial fishing, logging, etc. should be phased-out of parks.

2.5.10.2 Phase-In Policies

The Blue Book desperately needs a section on how parks will be phased-in and how existing uses will be handled. Throughout the Northwest Planning Region, particularly in Northwest Region, people with a stake in a park candidate (traplines, wild rice license, cottage, outpost camp, etc.) have had their worst fears played upon and amplified by park opponenets. Were parks created by expropriation, their fears and concerns would be legitimate as well some of us know from having faced possible expropriation.

In the case of parks, those fears are basically unwarranted. An examination of current practise in existing parks such as Quetico or Algonquin, clearly shows a huge number of pre-park existing uses, which are now non-conforming uses but still there, nonetheless. Quetico's non-conforming uses include trapping, motor-boating on certain lakes, tourist outfitting by natives, planes landing at cottage sites and mining claims. In Algonquin, the non-conforming uses include logging, tourist lodges, cottages, a radio astronomy observatory, townsites and sawmills to name a few.

The long term goal in any park should be the elimination of non-conforming uses. This is the current policy and should remain so. The only question is how to do this fairly and equitably. We propose methods in the following sections.

2.5.10.3 General Principles

1. The level of existing use or resource extraction will not be allowed to expand.

2. The so-called grandfather clause should be one of the main mechanisms for phasing-out non-conforming uses. Under the grandfather clause provision, existing users are allowed to remain active in the park until they wish to sell or until their death, in which case their assets are purchased from the estate.

3. Whenever a user or an estate wishes to sell a venture such as a trapline or outfitting camp, MNR should be obliged to quickly buy the business at fair market value. Where the seller and MNR disagree on the fair market value, MNR should bear the full cost of appraisals by appraisers mutually agreeable to the seller and MNR. Where agreement to sell is not reached after appraising, settlement should be by compulsory, binding arbitration with a single arbitrator mutually agreed to by both parties. The cost of arbitration should be borne by MNR. In all instances of MNR buying a property or venture, MNR must ensure that the seller is fully aware before negotiations begin that appraisal and arbitration is available, what those terms mean and how the seller can avail him/herself of the services.

RECOMMENDATIONS

1. *That when a park candidate is identified, its level of resource extraction should be measured, estimated if necessary, and that level is the maximum allowable level for each non-conforming use and user until the non-conforming uses are eliminated.*

2. *That all users be allowed to continue their activities in the park until they wish to sell, or their death, in which case their*

assets are purchased from the estate; and that the only transfer from the original owner which is allowed be a sale to MNR.

3. That:

- a) whenever an owner or estate wishes to sell, MNR is obliged to quickly buy the business at fair market value;
- b) that when MNR and the seller fail to reach agreement on fair market value, MNR should bear the full cost of appraisals by mutually agreed to appraisers; and
- c) that when MNR and the seller fail to reach agreement on fair market value after appraisal, settlement should be by compulsory, binding arbitration using a single arbitrator, mutually agreed to by both parties, the costs of arbitration to be borne by MNR.

4. That in all instances of MNR buying property or a business enterprise, MNR ensure, before negotiations even start, that the seller is fully aware that appraisal and arbitration is available, what those terms mean and how the seller can avail him/herself of the the services.

2.5.10.4 Trapping

The long term goal should be to phase-out trapping from parks. The definition of long term will vary from as short as five years in the case of hobby trapping in small parks in settled portions of Ontario, to 30 or 40 years in more northern areas where subsistence living, of which trapping is a part, is the norm. The goal for finally phasing-out trapping should be identified in the first master plan for the park.

Phase-out can occur in a number of ways.

1. A trapper may wish to sell his line. If so, MNR must buy it, subject to the general purchasing conditions outlined earlier.

2. Once a line has lain unused for three consecutive years, it shall be deemed to have been forfeited to the Crown. There shall be no exceptions to this rule as has recently been the case in Quetico.

3. The line may be obtained by MNR through the grandfather clause.

4. Trappers convicted of violations, committed on their line, under the Game and Fish Act and its Regulations, should automatically lose their line to the Crown. In such instances, the Crown should not seek other forms of punishment.

The only other feature of trapping which will require special attention is the use of snowmobiles, outboard motors and aircraft within certain classes of parks. We believe the Quetico policy recommendations of 1981 (Part 2, p. 11) are generally sound except that in some northern parks, access may have to be by aircraft if that is the traditional and still main form of transportation to trapping base cabins.

RECOMMENDATIONS

1. *That trapping by existing users be allowed to continue as a non-conforming use when new parks are established, for as long as that trapper continues to use his/her line, with the goal of eliminating trapping from the park as humanely and as soon as possible.*

2. *That where a line has been unused for three consecutive years or where a trapper is convicted under the Game and Fish Act and its Regulations for infractions in the line area, the line will automatically revert to the Crown without payment by MNR, and in the case of line loss by conviction, no other penalty be sought by the Crown.*

3. *That no transfers of traplines from one owner to another be permitted after approval of the first master plan for the park, except where MNR is the buyer and that where MNR buys a line it does so according to the guidelines for sale, appraisal and arbitration outlined previously.*

4. *That the first master plan for the park contain regulations regarding the use of snowmobiles, outboard motors and airplane access similar to the 1981 Quetico policy recommendations, except where aircraft are the only realistic means of access.*

2.5.10.5 Wild Rice Harvesting

The policy on wild rice harvesting should be similar to that on trapping. It is a non-conforming use which existing harvesters should be allowed to continue, with the eventual intent of phasing-out harvesting.

We would prefer traditional harvesting methods to mechanized harvesting. Where mechanized wild rice harvesting is used, it should only start after the Labor Day weekend to reduce conflict with other park users. Wild rice harvesting should be confined to existing rice lakes. Planting of lakes with wild rice inside parks to increase the harvest should not be allowed since it is incompatible with park goals of allowing natural evolution of ecosystems. Except where lake levels are already regulated, e.g. Lake of the Woods, lake levels inside parks should not be regulated for wild rice purposes.

Wild rice licenses should be phased-out by the same methods as trapping.

RECOMMENDATIONS

1. *That existing wild rice harvesters be allowed to continue as non-conforming users when new parks are established for as long as that harvester continues to use his/her area, with the goal of eliminating harvesting from the park as humanely and as soon as possible.*

2. That where an area has been unused for three consecutive years or where a harvester is convicted of infractions relating to harvesting, his/her right to harvest shall be terminated without remuneration by MNR and in the case of harvesting area losses due to conviction(s), no other penalty be sought by the Crown.

3. That transfers of harvesting areas from one owner to another not be permitted after approval of the first master plan for the park, except where MNR is the buyer; and that where MNR is the buyer, it does so according to the guidelines for sale, appraisal and arbitration outlined previously.

4. That non-mechanized harvesting be encouraged, but where mechanized harvesting occurs, it only be allowed to begin after the Labor Day weekend in September.

5. That wild rice harvesting be permitted in parks on only those lakes which have rice at the time of park establishment and which are being harvested at the time of park establishment; and that planting of wild rice in rice-free lakes in a candidate park, park area of interest or a park be prohibited.

6. Lake levels in wild rice lakes should not be regulated by control structures except where control structures already exist at the time the park candidate is approved as part of the DLUP exercise.

2.5.10.6 Commercial Fishing

The long term goal should be to phase-out commercial fishing from parks. The definition of long term may vary from as short as five years for a fisherman not really using the license area in the park

to 30 or 40 years where fishing is the method of making a living. The goal for finally phasing-out commercial fishing should be identified in the first master plan for the park.

Phase-out can occur in the same ways as in the case of trapping.

The use of motorized transport for commercial fishing and of aircraft for delivering fish to market will require special definition, especially in wilderness parks.

RECOMMENDATIONS

1. *That fishing by existing commercial fishermen be allowed to continue as a non-conforming use when new parks are established for as long as that fisherman continues to take a reasonable percentage of his quota from the license area, with the goal of eliminating commercial fishing from the park as humanely and as soon as possible.*
2. *That where a license has remained unused for two consecutive years or where a fisherman is convicted of an infraction committed while commercial fishing or related to fishing, that his/her license be forfeited to the Crown without payment by MNR with no other penalty for conviction to be sought by the Crown.*
3. *That transfers of licenses from one owner to another not be permitted after approval of the first master plan for the park, except where MNR is the buyer; and that where MNR is the buyer, it does so according to the guidelines for sale, appraisal and arbitration outlined previously.*
4. *That the first master plan for the park contain regulations regarding the use of snowmobiles, outboard motors and airplane access similar to the 1981 Quetico policy recommendations, except where aircraft are the only realistic means of access and fish market delivery.*

2.5.10.7 Tourist, Outfitters and Cottaging

The long term goal should be to phase-out tourist outfitting operations and cottaging from parks, as quickly and humanely as possible. Long term should generally mean a maximum of 30-40 years with serious attempts being made to complete the task sooner. The goal for finally phasing-out cottaging and outfitting operations should be identified in the first master plan for the park. Until they are phased-out of the park, the master plan should recognize lodges, fish and hunt camps, main base camps, outpost camps and cottages as non-conforming uses.

The methods for phasing-out could include at least the following:

1. If the business, camp or cottage is to be transferred or sold with or without the provisions of the grandfather clause, it must be sold to MNR subject to the rules for sale, appraisal and arbitration previously outlined.
2. If a business structure or cottage has been unused for two consecutive years, it should revert to the Crown automatically, with the price for reversion to be established by the guidelines for sale, appraisal and arbitration previously outlined.
3. In the case of tourism operations or cottaging, it may be possible for MNR to encourage early phase-out by offering to buy the business with the incentive of providing other lake or river locations outside the park for relocating the business.
4. If an operator or cottager is convicted of infractions of the law relating to their operations, they should at that point have their property forfeited to the Crown with payment being made for the property at appraised market value with no other penalties being sought by the Crown. The reason for payment in this case and not in the case of trapping, fishing, etc. is that the majority of the assets in this case are not portable and therefore can not be sold to another buyer in the same way as fishing boats, nets, snowmobiles, traps, etc. can.

There will have to be a number of regulations made in the first master plan for the park to govern these non-conforming activities.

1. If aircraft are the only form of access, certain lakes will have to be designated as landing lakes.

2. Where motorboats are a non-conforming use, lakes traditionally used for motorboat fishing will have to be identified for motorboat use to continue, but MNR should encourage people to use non-motorized transport as much as possible.

3. Limits will have to be set on a business to keep it to the size or capacity it was at the time the candidate was identified.

RECOMMENDATIONS

1. *That cottaging and tourist outfitting by existing users be allowed to continue as a non-conforming use when new parks are established for as long as those users continue to use their facility, with the goal of eliminating cottages, lodges, main base camps, outpost camps and commercial fish and hunt camps as quickly and humanely as possible.*

2. *That where a cottage or business has not been used for two consecutive years, or an owner has been convicted of legal infractions related to his/her activity, it should automatically revert to the Crown with the price for reversion to be set according to the guidelines for sale, appraisal and arbitration previously outlined.*

3. *That commercial and private users in the area be offered alternate sites outside the park, wherever possible, for their operations with an associated offer from MNR to purchase their non-portable facilities, to encourage early phase-out of non-conforming uses.*

4. *That no transfers of businesses, private or commercial*

structures from one owner to another be permitted after approval of the first master plan for the park, except where MNR is the buyer; and that such a sale is governed by the guidelines for sale, appraisal and arbitration previously outlined.

5. That the first master plan for the park contain regulations, where necessary, which govern:

- a) the frequency and location of aircraft access;
- b) the size and storage of motorboats and motors as well as locations where they may be used;
- c) the size and size capacity of businesses and;
- d) the physical expansion of facilities.



2.6 Future Options - where are they?

Hon. Alan W. Pope said in his statement of March 12, 1982: "The ministry's overall strategy is to maintain as many future options as possible," referring to the planning process in general and timber licenses and parks in particular.

In the case of parks, where are the future options; or, for that matter, many of the present options? MNR personnel have consistently claimed that FMA's are subservient to DLUP. They point out that FMAs like the Boise-Cascade, Seine River FMA are being held up pending DLUP approval. True, as far as it goes.

MNR has barely pointed out that signed FMAs have precluded the following park candidates, and have forced boundary changes in other candidates, despite those candidates being known: McCausland, Mooseland-Gull and part of Bonheur Lake.

When it comes to the effect of FMAs on future park development, MNR personnel are less than forthright unless pushed very hard. We are told that new parks can still be created in the future, through the five percent clause in FMAs. But that five percent must cover a host of new developments such as new roads, headponds, mines, utility corridors and town sites. By the time some leeway is left for those types of developments, not much is left for parks with their low priority.

Once an FMA is signed, it dictates the importance of all other land uses relative to forest extraction and the land base available to all other uses relative to logging. There is simply not the flexibility in an FMA to accomodate new large parks, new no-cut reserves for previously unidentified trout lakes, new no-cut wildlife management

zones or no cut zones for any purpose other than that of the direst economic necessity. When pushed hard, MNR personnel finally acknowledge this.

Thus, FMAs will dictate the direction of future DLUP revisions and not the reverse. DLUP is subservient to FMA! Ontario is going to lack any significant future options in land use planning once all the FMAs are signed.

Of course, crown management units are not under FMA's. Therefore, they theoretically represent some planning flexibility. In practise, they do not because their wood supply is generally as fully committed as that on FMA areas.

Does a fully committed wood supply mean the forest industry lacks planning choices (flexibility) or room for future expansion? Certainly not! In the short term, industry can better utilize the valuable wood it leaves lying to rot in every cutover. Estimates of this waste fall in the range of a few percent to over 10 percent. The Crown Timber Act minimum top diameter could be changed to 1.5 or two inches, a practical figure some enlightened companies are approaching

Whole tree chipping is being used by some firms. Yield increases touted for this technique lie in the range of 10-20 percent.

In the long term, the roughly 35 percent of cutovers in NSR lands can be regenerated to add to the land base. Then there is the promise of intensive management, genetically superior stock, hybrids and currently underutilized or non-utilized species. Finally, some MNR districts lose over 30 percent of their AAC to fire! Yes, positive, viable options and future flexibility for increased production lie in the hands of MNR foresters and industry. Were sound forest management to be practised, the land base required to sustain production could probably be cut by one third. Then future options would truly exist!

Parks are not the major impediment to future forestry options or any other options. Quite the reverse. Forest mismanagement, wasteful practises and political influence impede future options and flexibility in nearly every other sector. Amazingly, the various optional plans all dodge these issues.

If future flexibility is desirable--and who would argue against it? -- these plans would be reducing the forest land base available to industry now by say 30 percent and giving industry the opportunity of earning portions of it back for demonstrated, measurable improvements in harvesting, wood utilization, regeneration rate and so on. At the same time, half of the 30 percent could be retained for future options to be examined for use in 2001 when these plans expire. All this could be done without reducing the volume of wood cut!

Future flexibility will not result until real incentives such as these are put in place. Unless something like this is done, Ontarians, as well as parks and other resource uses, will be sacrificed to poor forest management.

RECOMMENDATIONS:

1. *That 30 percent of the annual allowable cut area for each license under the Crown Timber Act be withdrawn and held in escrow by the Government of Ontario*

2. *That licensees be allowed to "earn back" up to half of the 30 percent escrow for demonstrable, measurable improvements in wood utilization, harvesting techniques or improved silviculture resulting in a site class increase over virgin forest stands and that 'earn-backs' be set by a public consultation process. Examples of earn-backs might include 1 cord of 'earn-back' for each extra 2 cords conifer acquired over and above historical harvest totals per acre or 1 cord of conifer earn-back for each extra 5 cords of poplar harvest per year.*

3. That a minimum of half the escrow have no decisions made about it until the year 2001, when these DLUPs will be renegotiated and reviewed.



2.7 MNR Policies

2.7.1 Provincial Policies

The entire SLUP-DLUP process is operating in a policy vacuum except for parks and fire management. This is incredible, given the magnitude of the task, complexity of issues and the impact the ensuing decisions will have on people. We have to stop and pinch ourselves every time we read another of the ad hoc MNR policies which are inconsistent and all too often definitely not in Ontarian's interest, especially for the long term.

We have asked MNR personnel for provincial policy statements on each of the resource uses dealt with in each DLUP option. Incredibly, MNR personnel acknowledge, right up to the most senior levels, that comprehensive provincial policies exist for only two areas of concern - parks and forest fire management! The inconsistencies e.g. cut and don't regenerate (see forest management section which follows), the fuzzy, misleading terminology e.g. "enhanced management areas" (see district policies section in this brief) and anti-park bias (see this section in this brief) all stem directly from hastily prepared or non-existent policy positions.

After expending millions on the SLUP-DLUP process, there is an excellent chance that it will fail to achieve its ends of better resource management. The lack of comprehensive provincial policies are, by themselves, sufficient to bring about failure.

MNR employees have consistently used the argument with us that after 10 years, surely it is better to have something on paper than nothing; better to have guidelines, however poor, than what we have now. After all, we are told, the policies and plans will be reviewed five years hence and can be changed then. That ignores one fact. Five years hence is too late because by then most of northern Ontario will be swathed in Forest Management Agreements (FMAs).

As we have already seen with some park options (Mooseland-Gull, McCausland), FMA's have precedence over many uses, including parks. They also preclude future uses which consume more than 100-200 ha of forest land base at any given time. The Alice in Wonderland of all this, is that MNR employees openly acknowledge this problem while persisting in telling us how wonderful it is to finally have a "policy". They are telling us that:

1. a set of poor, flimsy policies is being established now;
2. that theoretically there is a mechanism for changing them in the future and;
3. practically, FMAs ensure that they will not change short of having an insurrection in Ontario.

In our judgement that is worse than what we have now - a lot worse!

RECOMMENDATIONS

1. *That no district land use plans be approved and no further forest management agreements be signed until:*
 - a) *sound, comprehensive policy statements are prepared;*
 - b) *the tentative policies are submitted to the same public scrutiny that the parks policy (blue book) is receiving and;*
 - c) *the policies are revised in light of comments received and published;*
2. *That the DLUP and FMA documents then be rewritten to properly reflect each policy, and;*
3. *That these tasks be completed by February 27, 1984.*

2.7.2 Public Participation Policy

A fundamental problem of the SLUP-DLUP process is the lack of a public participation policy that makes sense to anyone - MNR employees (personal communication) the forest industry (can we afford Parks Symposium, June 15, 1982), the mining industry (personal communications with MNR employees) and parks and environmental advocates like ourselves. Isn't something fundamentally wrong when groups that diverse agree? Isn't it wrong for MNR to establish a task force on public participation that refuses to receive public participation (Globe and Mail, Oct. 12, 1981)? Isn't it wrong to implement the SLUP-DLUP process without making public the task force report on public participation and taking into account its recommendations? (Did the task force ever even produce a report?) Isn't it wrong to repeat the same mistakes over and over again, especially after they have been repeatedly brought to the attention of Ministers, bureaucrats and advisory councils in the form of letters from ourselves, others, or the likes of the Douglas report (internal MNR report on land use planning)?

RECOMMENDATIONS

1. *That the first policy review to be completed under the foregoing policy recommendation be the public participation policy and that it be completed by March 31, 1983.*
2. *That the approved public participation policy govern all subsequent public participation exercises.*

2.7.3 Forestry Policy

We have sound ideas on where the lack of forest policy and proper management is taking Ontario. We also have suggestions for improving this sorry situation. Regrettably, time is not available to properly address the complex forestry issues here.

Suffice to say that timber extraction is the major parks conflict in northwestern Ontario. The industry clearly and loudly says Ontario can't afford parks.

The real issue is: are parks to be falsely sacrificed on the altar of 50 years of bad forest management? The answer should be a resounding, unequivocal NO! Why should parks be asked to pay for the 35 percent of provincial cutovers existing as NSR lands which have been created by government-industry mismanagement? The amount of NSR lands created since 1945 would create a park system of a size larger than any parks advocate ever dreamed possible! Currently the forest industry is creating an area of NSR land equal to the productive forest land in Quetico Park, every 3.5-5 years. Why should future parks be sacrificed to that kind of waste?

If the forest industry, as we know it, is to survive, with or without parks, there will have to be a comprehensive forest policy and truly sound forest management. Were that to happen, there would be enough land for parks and enough land producing wood for an expanded forest industry. If we keep even close to the present destructive course, then both parks and the forest industry will suffer together.

2.8 Conflicts With Mining Interests

Mining interests want access to all lands and waters for exploration and mining. The MNR generally supports this approach with policies to minimize the land withdrawn from staking and to limit withdrawals of land to areas of lowest mineral potential. Such inflexibility inevitably means that any other interest that legitimately desires a percentage of the province's land and water for other purposes faces a conflict.

It doesn't seem to matter that only a miniscule percentage of even high mineral potential land is ever mined. Some of the best candidate parks are dropped or radically compromised in deference to slim mining possibilities. Others are deferred while mineral potential is examined. We are promised that any candidate park may be withdrawn if the Minister considers its mineral potential to be high enough. High enough is never defined.

We must question what constitutes a major conflict. We cannot accept that the simple presence of high potential land, old mine sites, or even mineral occurrences must make for a major conflict.

Some judgement must be made as to the economic potential of the mineralization. We suggest that the probability of a producing mine being developed on the site during the term of the District Land Use Plan (to the year 2000) be used as a measure for evaluating the seriousness of the conflict. We don't accept that a low probability of a mine in the next few decades overrides a high park value.

By the above standard, even the Burchell Lake candidate is only in moderate conflict with mining interests. Geologists are optimists, and every rock is a potential mine, but let's be realistic.

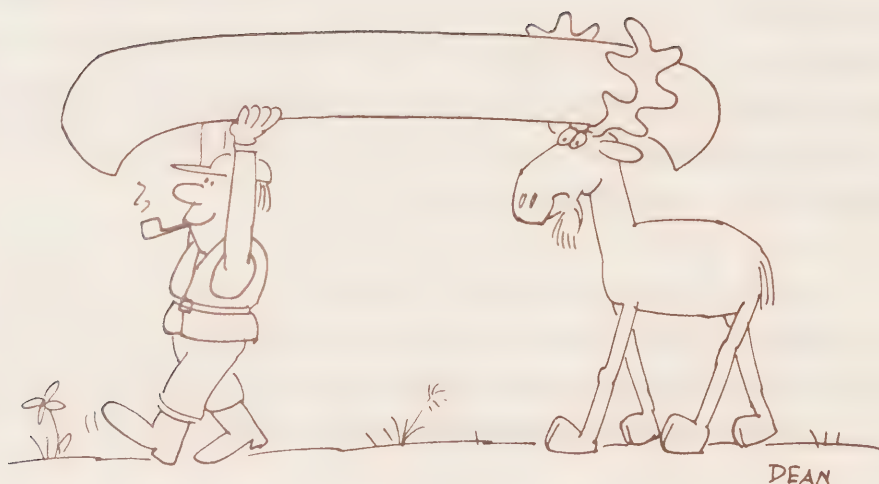
As for those high potential areas which have not been drilled or evaluated, we simply point out that less than 2% of the high potential lands lie in the candidate parks. Is Ontario so poor, so economically desperate, that it cannot let 2% of high mineral potential land rest in high value parkland?

We find the peat conflicts to be especially obnoxious. Peat Resources has its eyes on every available peatland in Ontario and, we were told, has applied for access to virtually every one. This is a land grab equal to any of the corporate land grabs of Canada's past. At the present time and for the foreseeable future, peat is not going to be a big energy source. Even the Onakawana lignite power development proposals aren't viable. If lignite is not viable, what hope is there for peat? Even if peat was an important energy source, there is no way that all the peatlands should be devoted to industrial use, in the hands of a single, monopolistic company. Peatlands are important in other ways.

Peatlands are just too important to mine them all. Peatlands are great reservoirs of water, holding back water that would otherwise contribute to rapid run-off and floods. They harbour many special kinds of plants and animals. Swamps and bogs are features that have influenced Canadian life, where we lived, how we travelled, and what we saw. For many of us, they are areas of high interest and wonder. A significant number of high quality peatlands should be protected from exploitation. They are very susceptible to alterations in drainage patterns and need large areas for adequate protection.

We are relieved that Peat Resources has not yet been able to lock up every peatland in its own corporate vault. Their ambition to do so is the strongest case yet for making candidate peatland parks the best possible parks and making them regulation parks as soon as possible.

Briefly, parks are as important a land use as mines. We accept that the immense majority - well over 90 percent - of valuable mineral land won't be in parks. Mining interests should accept more gracefully that some valuable mineral land will be in parks because it is also valuable parkland.



2.9 Road Rationalization

Until recently, most access roads were located, built and paid for by companies with only timber extraction in mind. Increasingly in the past few years, government has been paying directly for company roads through DREE and provincial grants, FMA's and government road construction on Crown Management Units and indirectly by such programs as cutting subsidies in strip cut areas. Once all the FMAs are signed, MNR will be paying for more miles of road construction than MTC and will probably be maintaining more miles of roads than MTC, albeit not to the same maintenance standards.

Public money spent on forest roads is no different than public money spent on highways. The public has a right to expect that those monies provide the maximum return for dollars spent; that proper road planning ensures the roads access the resources which need access and do not access resources which should not be accessed and; two sets of roads are not paid for with public funds to access essentially the same resource. So far, we see little sign of MNR having recognized these problems, let alone developing solutions to them.

For instance, MNR is now paying for road development on the Abitibi-Price, Spruce River FMA. Roads are being, and will be, pushed into the northwest corner of the FMA in the Brightsand-Kopka River areas. Likewise, Great Lakes Forest Products is pushing roads into the same general area from the west, but on Great Lakes limits. Presumably MNR will soon be paying for those roads as well. The Brightsand and Kopka Rivers are recognized as very high potential recreational land and are proposed as waterway parks. So far, there has been no planning as to which companies will be allowed to cross which river at what places to ensure minimal impact on this area.

It seems likely that with two companies and three MNR districts in two MNR regions, the crossings specifications for waterway parks have an excellent chance of not being followed because of communication problems if nothing else. River crossings are very expensive and certainly we don't need to be using public money to violate waterway park crossing standards by putting in more than the allowable number of bridges. Furthermore, it seems to us there may be no need for both Abitibi and Great Lakes Forest Products to have major haul routes from the same area. Are distances shorter on either the Great Lakes Forest Products or Abitibi main haul roads and therefore hauling costs lower? In other words, can one major road serve both companies instead of each developing major roads on different routes at greater expense? If one road will do, then the remaining roads can be built to lower standards and at less cost to the taxpayer.

It was clear to us in the Spruce River FMA that these questions had neither been asked nor answered. There were a lot of other questions which were unanswered. For instance, were the roads located to be most advantageous to tourist operators, to avoid unusual or sensitive areas, to minimize access to lake trout lakes and so on?

Another example where a road planned solely for timber extraction purposes may not be the best location for the most uses is the road to access timber in the northwest corner of Kenora district. This controversial proposal seems the cheapest way to get wood from this local area to the Kenora mills. However, there are wood volumes to the northeast in Red Lake District whose haul would be materially shortened by a road further to the east. A more easterly location would also provide more direct access to Kenora and points west for Red Lake residents than is currently possible via Highways 105 and 17. A more easterly route could access the proposed Maynard Falls hydro site. From our viewpoint, the worst feature of the westerly road is that it would ruin a very significant portion of the Atikaki park proposal and seriously impinge on a portion of the Woodland Caribou wilderness park candidate.

These two examples show how conflict is produced by incomplete or single use planning. With MNR using public funds to pay for roads, those roads are going to have to be more than logging roads, and must be planned to be more than logging roads. If they are not more than that, the scandal of public funds financing big industry to the detriment of other users and in defiance of a larger common sense will seriously damage MNR credibility and probably create political repercussions.

All this can be avoided if MNR plans roads properly and comprehensively. Very simply put that means MNR must develop a road system plan along the general lines of the park system plan -- at a working circle or management unit level, district level, regional level and, if necessary at a northern Ontario level. Development of these proposals must intimately involve the public and follow the Environmental Assessment Act to the fullest.

RECOMMENDATIONS

1. That MNR develop a comprehensive provincial roads policy for all Crown lands, place it before the public for comment, revise it to embrace public comment and that such a plan have as cornerstones:

- a) public participation during all phases of implementation,
- b) the requirement that all roads fully follow the requirements of the Environmental Assessment Act.
- c) roads be located to ensure the maximum benefit possible to all users and features.
- d) roads be rationalized so that the fewest roads are built at the least cost for maximum benefit.

2. That a road system plan be developed for roads on Crown land which is organized at the working circle or management unit level, the district level, the regional level and if necessary at the northern Ontario level.

2.10 Implementation

The downfall of many a plan is in the implementation. Many of us are too well aware of great bureaucratic and technocratic planning exercises that fail to achieve their promise. Far too often, there is a tendency to think that implementation will automatically follow a plan. It doesn't. We think the MNR should devote considerable care and effort to implementation.

The following factors warrant attention, particularly as they concern the management of a park system:

1. Commitment. We found an alarming lack of understanding in the districts about the values of parks, about the provincial system objectives, about earth and life science features, about landscape unit representation and similar very fundamental aspects of the park systems plan.

A consequence of this lack of understanding and imposition of the park system on the districts from above, was district staffs making value judgements about candidate parks without parks values to base their judgements on. We worry about the same staffs trying to plan "interim uses which will not jeopardize identified and/or suspected park values".

As one senior regional staff member acknowledged, there is little "ownership" of the parks system plan at the district level. Developing this sense of commitment or ownership should be one of the first implementation tasks.

2. Coordination. Much of the earth science, life science and parks management expertise in MNR is at the regional and provincial levels. There was considerable evidence of lack of coordination of provincial and regional work with district work. The best laid plans of MNR require coordination of expertise at all levels if they are not to

go awry. The district carefully copied into the DLUPs what the region had told them to say, but far too often the significance of what was written had been missed, in some instances, not even read. Similarly, district expertise often doesn't have useful effects on regional planning and policies. Good management within DLUP will require good coordination.

In our view, failure to address the first two concerns - commitment and coordination - will mean that the difference between what is planned and what is done will be enormous and disastrous.

3. Priorities Plans are often too ambitious. They'll also often fail to anticipate important factors and events. Staffs will often forget the long-term objectives in the face of short-term problems. Knowing what is most important or essential and what can be postponed is an essential part of implementation. For many parts of DLUP we are not sure that a sense of priorities has developed. It should. Such a sense is a force to help keep one looking at the long-term objectives when short-term problems loom large.

4. Consistency and Clarity The various parts and branches of MNR; timber, fish and wildlife, lands, parks, mines etc. have empires, values and momenta of their own. Despite this, the basic objective of each part of MNR is to manage the province's resources. The DLUPs will be the framework for doing this. They must be internally consistent, so that fire management doesn't hinder forest management or a forest management policy conflict with a parks management policy. Then the district implementation must ensure that practices are consistent with plans and policies. If that requires new practices, then definite effort must be made to acquaint people with new practices, to gain the requisite expertise and commitment, and to ensure that the new practices occur. A simple statement in a policy manual that things will be done is no assurance that anything will be done.

Some policy statements in the DLUPs are so general that they are open to any number of interpretations. What, for example, will this statement on a strategy to achieve bear targets mean in practice: "... maintenance of bear habitat as a secondary benefit of input into forest management practices to produce deer and moose habitat"? Will the strategy statement that, "the rare, endangered and non-game wildlife of the District will be maintained by perpetuating a variety of wildlife habitat types by maintaining an interspersed of vegetation types and age classes of forest through the forest management process..." be put into clear and definite operational terms? Presumably the person who wrote these statements had something in mind. We think they mean something when we read them. Will the many people having a hand in implementing them interpret the statements in the way the authors intended? We think there are a wide range of practices that could be said to fulfill these particular strategies. Some might achieve the objectives and some might not. Unless, and until well-developed and clear operational guidelines are prepared for all the people involved in implementing strategies, the norm will be conflicting practices, misinterpretation, basic errors, and good intentions gone wrong. Our assessment of the current operations at district and regional levels indicates it is probable that field operations will not be consistent with policy intentions without a lot more effort to be clear on how operations are to be conducted.

5. Continuity Staffs change. The DLUPs look forward twenty years. Without a determined effort at all levels to maintain continuity in policy and practice, DLUPs will gather dust on shelves and the value of this planning exercise will be lost

6. Cost Providing the foundation for successful implementation takes time and costs money. However, if staff do not know what is required, do not have commitment to the objectives and do not have the requisite expertise and resources, then the cost in mismanaged

resources and lost opportunities will be far greater. The Minister cannot expect these plans to have any meaning at all unless he persuades the government to allocate sufficient funds, and in the case of hard hit parks, a lot more funds.

7. Pride Managing our resources is an important social function. Successful implementation will be more likely if MNR personnel are encouraged to recognize their important roles and to take pride in doing them well.

In summary, the DLUP planning exercise is only the beginning. Making the plans work will be more important than preparing them. Implementation however, is an aspect of management that is often underrated and overlooked. We urge that even more thought and care go into the implementation than went into the planning.

RECOMMENDATION

1. *That the Minister ensure that implementation of the final District Land Use Plans receive even more thought and care than did the preparation of them, and that particular attention be given to:*
 - a) *the commitment of all staff to the plans;*
 - b) *the coordination between provincial, regional, and district levels;*
 - c) *the setting of priorities;*
 - d) *the consistency of district operations with the District Land Use Plans;*
 - e) *the continuity of implementation operations;*
 - f) *the necessary funding and;*
 - g) *the development of staff pride in their roles and achievements.*

Response To

MINISTRY OF NATURAL RESOURCES

DISTRICT LAND USE PLAN

NORTHWESTERN REGION



Report Submitted By

PARKS FOR TOMORROW

R.R. 2

Kakabeka Falls, Ontario

POT 1W0

Response To
MINISTRY OF NATURAL RESOURCES
DISTRICT LAND USE PLAN

RED LAKE DISTRICT



Report Submitted By
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POT 1W0

NORTHWESTERN REGION

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3 COMMENTS ON DISTRICT POLICIES AND OPTIONAL PLANS

DISTRICT: RED LAKE

3.1 Proposed District General Policies

3.1.1 The Public Interest (DLUP p.9)

We regret that the District does not go further than stating the Regional Policy from the NWSLUP. There are two key parts to the NWSLUP policy: (1) Crown owned resources belong to all the people of Ontario, and (2) they will be administered in the best interests of all the people of Ontario, including the special interest of the local residents. We learned directly or indirectly in all MNR district offices that we visited that the local interest was the predominant interest, and were told by one district manager that it was his "mandate" to present the local view in the district's DLUP proposals. There was little or no indication of interest or responsibility in administering resources "in the best interests of the provincial population as a whole" by the district staffs.

RECOMMENDATIONS

1. *That the Regional Director ensure that district offices know of their greater responsibility to the province as a whole.*
2. *That the District Manager actively assume his/her provincial responsibilities and ensure that this responsibility is known and acted on in the district office.*
3. *That the regional offices of MNR accept responsibility for ensuring that districts demonstrate they are administering resources in the best interests of the provincial population as a whole in their final draft DLUP plans, and where the districts do not do this, to rewrite the plans to properly achieve this responsibility.*

3.1.2 Environment (DLUP p.9)

We endorse the application of the Environmental Assessment Act to MNR activities. The Government of Ontario and its agencies should demonstrate exemplary environmental concern and management. Exemptions from the normal requirements of the Act should never be permitted for novel or major programs or operations such as logging, silvicultural treatment, and forest roads. Unfortunately again, there is no district commitment to the policy in the form of district strategy.

RECOMMENDATION

1. *That the MNR District office present a district strategy for "the maintenance and improvement of environmental quality" in its final DLUP proposal.*

3.1.3 Multiple Use (DLUP p.9)

We sense that many people inside and outside the MNR think of parks as a single use of land. Parks are multiple use areas since "two or more uses are accommodated within the same general area". Nature reserves, the most restrictive park type have at least the following functions in a "particular" area: protection of natural environments, education, and heritage appreciation. Also, nature reserves are only a "particular part" and ^{one} set of uses in a larger "whole planning area" (NWSLUP, p. 70).

A common perception is that one of the uses in multiple use must be mineral or timber resource extraction. Even large wilderness parks, so wrongly characterized as single use, serve multiple uses: tourist attraction; outdoor recreation of various types; protection of natural, cultural, and recreational environments; heritage appreciation; sport fishing; and protection of wildlife resources.

RECOMMENDATION

1. *That MNR actively promote parks as a fine example of the multiple use of land and water.*

3.1.4 Access Roads (DLUP p.10)

The policy on access roads recognizes the multiple use of these roads for resource extraction, cottaging, outdoor recreation, and the like. It also recognizes a number of negative effects associated with building roads: decline of wilderness and the wilderness experience, reduction in fishing and hunting quality, overexploitation of a resource, risks associated with poorly maintained roads, and a need for more services such as garbage clean-up and access points.

The district manager is required to ensure that all road plans are available for public review and to review pertinent plans with all affected tourist operators and the local NOTO representative. The uses of these roads, however, go well beyond the interests of the timber companies that plan most of them and the local tourist operators. Such uses include convenient connections between communities, the whole range of uses encompassed by outdoor recreation, and access to areas for wilderness travel, sport fishing, and hunting. In addition, there are unknown numbers of environmental effects. We think the MNR should ensure that the proposed construction of access roads be widely advertised and that the location and construction of these roads take into account a wide range of uses and environmental effects.

RECOMMENDATIONS

1. *That the proposal for construction of any access road in the Northwestern Ontario Planning Region be advertised in all local newspapers and that comments on the location, construction, and environmental effects of the roads be solicited. Such advertisements should be well enough in advance of construction target dates that people have ample time to study the issues and reply.*

2. *That copies of such public notices be sent routinely from regional or district offices to any organization or person who asks to be on a roads proposals mailing list.*

3. That if any organization with interests in outdoor recreation, wildlands, and/or environmental quality appoints a local representative, the District Manager will review proposed roads with that representative on the same basis that proposals are reviewed with a NOTO representative.

3.1.5 Forest Reserves (DLUP p.13)

The unqualified term "forest reserve" is misleading, as are the qualified terms "enhanced management areas" and "modified management areas". We think the intent of the Ministry to permit cutting in most forest reserves needs to be more clearly indicated by the use of the terms "limited-cut forest reserve" and "no-cut forest reserve" where applicable.

We have observed in extensive travelling throughout Northern Ontario that major roads can be aesthetically more pleasing if there are breaks in the corridor of trees enclosing them. Views along lakes and from the occasional high hill add much interest. We note that some of the expansive views exposed by fire and cutting on Hwy. 105 to Red Lake add interest to the drive that outweighs the less aesthetic aspects of fire and cutting. In addition, travellers past these openings can be informed about fire, cutting, and landscape features, and can see forest regeneration taking place. There would be opportunities for demonstrating successful regeneration after logging and fires, for showing regeneration difficulties, for demonstrating the use of prescribed fires and their value in resource management, for pointing out landscape features like major moraines and drift complexes, and for describing harvesting and silvicultural practices. From such educational efforts could come a better informed public on issues of resource management and more public support for better resource management.

The district's available wood supply would be increased if there were no forest reserves along highways and railways. These additional sources of wood would take some of the pressure for trees off lake trout lakes, reserves near tourist camps, parks, and waterways. Travellers at high speed on highways see less, view less discriminatingly, interact less intimately with the environment, and are generally attaching less value to their aesthetic experience than are travellers, vacationers, and recreationists on waterways, at tourist camps and parks, and on lakes.

We suspect most travellers would, as we would, accept a less aesthetic experience, if it came to that, along the highways and railways leading to tourist, vacation, and recreation areas to make a more aesthetic experience at the tourist, vacation, and recreations areas to which they were travelling.

RECOMMENDATIONS

1. *That the unqualified term "forest reserve" be replaced by the terms "limited-cut forest reserve" and "no-cut forest reserve" as applicable.*

2. *That the current practice of designating forest reserves along major highways, secondary highways, and railways, be abandoned in some test areas on an experimental basis; that public education opportunities at cutovers, burns, and viewpoints be used; and that public reaction to such experiments be evaluated and published.*

3.1.6 Fire Management (DLUP p.17)

We believe that forest fires have played, and should continue to play, a significant role in the health and rejuvenation of forested land. We applaud the District strategy of promoting through public education, the utilization of prescribed fire as a technique of fuel management, forest management, and wildlife habitat management. Two of us (Addison and Bates, 1974)* have previously recommended more widespread use of prescribed fire and less aggressive suppression of wildfire for these very purposes.

We'll be watching for the smoke!

RECOMMENDATIONS

1. *That the District promptly and vigourously implement the strategy of promoting through public education, the utilization of prescribed fire as a technique of fuel management, forest management, and wildlife management.*

2. *That the District embark upon a program for utilizing prescribed fire as per the stated strategy.*

* Addison, W.D. and J.D. Bates. 1974. Wilderness in Ontario: Part III. Ontario Naturalist 14(3):26-43 (Sept.)

3.1.7 Energy (DLUP p.19)

The MNR strategy of, whenever feasible, not permanently committing lands and waters with significant potential for supplying energy to other uses that would preclude their use for energy production concerns us. Energy self-sufficiency is a very worthwhile objective, but to consider that no peat bog or waterfall in a district can be designated as a Nature Reserve or included in a park because it may have energy potential is weighting "whenever feasible" much too heavily toward supplying energy and away from other equally important values.

RECOMMENDATIONS

1. *That the second part of the District Strategy be amended to read: "In making land and water allocations, suitable priority will be given to energy needs in relation to other land use objectives in a manner that reflects both the importance of the energy supply related to energy needs and the potential of the land and water being considered to meet other land use objectives.*
2. *That the third section of the District Strategy, "wherever feasible, . . . for energy production", be deleted.*
3. *That policies designed to ensure adequate energy supplies in the future not preclude the inclusion of potential energy sources in parks, and that significant and unusual examples of peatlands be set aside now in parks for continuous preservation of this important portion of our natural heritage.*
4. *That assessment of the energy potential of a site take into account the advantages of renewable energy sources and the disadvantages of non-renewable sources such as peat.*

3.2 Proposed District Particular Policies

3.2.1 Forestry (DLUP p.72)

The second part of the Regional Policy in forestry refers to the "Ministry of Natural Resources' year 2000 target of wood volume required by the forest industry" [our emphasis]. We have been told that districts don't set out to meet industry "requirements", rather, they try to figure out what the district can supply. However, we see some disturbing indications that districts will place industrial demand for wood well ahead of other considerations, and that wood supplied to a mill may exceed what the district should prudently try to supply on a true sustained yield basis. We are well aware of tactics that industrial interests will use to obtain wood supplies that prudent forest management would indicate should not be provided. This is often being done at the expense of other land use needs and objectives.

We support the efforts described in the District Strategy to improve efficient use of trees, to encourage the use of under-utilized species, and to increase forest yield and regeneration effectiveness. However, we do not support the massive chemical tending (i.e. herbicide spraying) programs envisaged by some MNR and industry foresters. We believe there are alternatives such as much higher stocking levels which cause conifer canopies to close earlier and shade out hardwood species. We see no evidence of widespread use of such approaches but know of some remarkable successes on plantations in northwestern Ontario. This much more closely duplicates natural processes and has been more cost-effective than spraying or manual thinning of hardwoods. All spraying programs must be intensively studied in advance for environmental effects, and must be fully assessed under the Environmental Assessment Act. No type of exemption should apply.

RECOMMENDATIONS

1. That the second part of the Regional Policy on forestry be amended to read: "To ensure that a continuous supply of wood is available to meet the Ministry of Natural Resources' year 2000 target of wood volume that can prudently be made available to the forest industry on a true sustained yield basis."

2. That all spraying programs (herbicidal, pesticidal, or other) be intensively studied in advance for environmental and human effects; and that all such spraying programs must be fully assessed under the Environmental Assessment Act without any form of exemption permitted.

3.2.2 Mineral Management (DLUP p.24)

We think district strategies to minimize the land withdrawn from staking and to limit withdrawals of land to areas of lowest mineral potential as much as possible put too high a value on mineral values at the expense of other values such as those provided by parks and environmental protection. We are well aware of the importance of the mining industry to Ontario's economy but are equally well aware that there are other important uses of the land. Is Ontario so poor that it cannot afford to set aside in parks some small percentage of the high and medium mineral potential land which also has high park values?

RECOMMENDATION

1. *That policies designed to ensure adequate mineral supplies in the future not preclude the inclusion of potential metallic mineral, aggregate, and peat sources in parks (candidate parks are not parks).*

3.2.3 Provincial Parks (DLUP p.63)

3.2.3.1 A Park System

A paragraph in the Regional Policy section makes the point that "Because of the inter-relationship of the park objectives and their relationship to people and to natural and cultural areas, it has been determined that the objectives can best be met through a system approach. This system applies first at the provincial level and deals with requirements across Ontario". The statement goes on to say that the region and then the district levels are involved in translating these needs into the land base for parks according to the Northwestern Region Parks System Plan.

PARKS FOR TOMORROW fully supports this system approach to park planning.

3.2.3.2 Candidate Parks and Interim Management Guidelines

The designation of an area as a "candidate park" or its apparent equivalent "proposed park" does not provide the protection that a park should have. "Park area of interest" provides even less protection as far as we have been able to ascertain. "Park zone" appears to provide about the same protection as candidate park, but of that we are uncertain. Regardless of the term used, none of these designations provides the protection that a "park" receives and none of them provides any assurance of eventual designation as a park.

Interim management guidelines commonly will permit mineral exploration and may permit timber extraction, all without any public information or participation. We will not be able to judge whether the interim management plans will protect a park's values. They almost certainly will not do that as well as permanent park designation and management with a good master plan. We have discovered that in a distressingly large number of cases, district staffs do not know much about the basic values of proposed parks; they do not know what they are supposed to protect. How can they protect the general values which

they don't understand or appreciate? How can anyone protect particular features which are not even inventoried and therefore are unknown?

The tentativeness of the various designations and the inadequateness of interim management guidelines are unacceptable. All park proposals coming out of the SLUP-DLUP process should be designated as parks at the same time and in the near future. Master planning and park development could be deferred temporarily but permanent designation as parks and the relatively secure assurances that come with that cannot.

We were told that the SLUP-DLUP process would be finished at the end of this year. Now it appears that the decision-making may take twenty years as each candidate park is argued over. The candidate/proposed parks will be continually vulnerable to exploitation pressure. No other land use will be left in such a tentative and vulnerable position when the final district land use plans are approved. The inequitable treatment accorded parks will seemingly go on indefinitely. We find that unacceptable.

3.2.3.3 Park Legislation

Present practice is to establish parks by Order-in-Council. We believe that this does not sufficiently ensure the integrity of established parks. Parks should be established and protected by Acts of the Legislature.

RECOMMENDATIONS

1. *That the system approach to park planning be promoted more forcefully at the district level.*

2. *That the implementation of the system approach to park planning by provincial and regional officials ensure that the districts assume "ownership" of it. In particular, district staffs should recognize that for parks at least provincially and regionally based considerations, roles, and responsibilities have precedence over district ones.*

3. That provincial parks policy be amended to permit parks to be established without the consequent requirement of immediate master planning and development, but with full park protection. (see also our comments in the "Blue Book" section on phasing in new parks)

4. That all provincial parks be established and protected by Acts of the Legislature and not by Orders-in-Council.

3.2.4 Fisheries

Lake Trout (DLUP p.50)

We think one of the key issues for "the maintenance, protection, and enhancement of lake trout populations" will be acid rain effects on lakes. Acid rain, though limited now in the district, could increase and seriously reduce the number of lakes able to support lake trout populations. Special effort should be made to identify and protect lake trout lakes that are chemically well buffered from the effects of acid rain.

The extirpation of lake trout and perhaps other fish species in Ontario seems likely. The MNR has recorded the decline of one fishery after another in the past. For lake trout, extirpation is nearly assured by any single factor among these: winter fishing, overfishing due to increased road access, acid rain, and eutrophication from a number of sources. Extirpation seems certain whenever two or more of these factors act together. Our lack of faith in lake trout's future, in large part rests with MNR's unwillingness to vigorously tackle an obvious winter overfishing problem throughout much of the Northwestern Planning Region. As of this writing, talk is still all we have on the subject.

In the long term, acid rain is probably the more serious threat. In Alberta we are aware of three new coal fired generating plants coming soon, the new Syncrude plant, and more synthetic crude plants to come. In Saskatchewan there are two new coal fired plants coming soon. We have unconfirmed reports of new plants in the Dakotas and, of course, two new coal fired plants in northwestern Ontario at Thunder Bay and Atikokan.

We welcome the specific acid monitoring provisions^{of} the DLUP. But what can be done if the problem develops? The answer at this stage would seem to be nothing. We think some "insurance" is possible, if we take steps now.

We suggest that each district determine the chemical (pH) buffering capacity of its lakes and rank them from highest to lowest. The information is probably already available from existing lake surveys. Two oligotrophic and two mesotrophic (warm water) lakes which have the best buffering capacity in the district and which are representative of fish populations in the area should be identified. The oligotrophic lakes should both contain lake trout, while the warm water lakes should contain at least walleye and pike, but in either case, the combination of high buffering capacity and widely representative fish populations is the key. One each of the warm and cold water lakes should be about 50-100 ha in size and the other of each of the pairs 5-10 times that area.

We propose that these lakes be set aside as fish sanctuaries now, with no fishing in them. The purpose of this is to avoid the following scenario should acid rain develop as a threat. MNR monitors acid rain and finds a problem developing but recognizes nothing can be done. As the severity of the problem increases and fishermen switch their efforts to the remaining good fishing lakes, the well buffered ones, MNR's ability to react in the face of mounting fishing and political pressures will be limited at best. The buffered or survivable lakes are then extinguished by overfishing. However, if four lakes per district are already set aside, the MNR may well be able to resist the pressure to open. They will become known as the "insurance" lakes which are preserving species for restocking once solutions to acid rain problems are found. They can be promoted now as survivable gene pools for the future, and as naturally evolving "bench marks" and study areas against which we can measure our management efforts in fished lakes. Conflicts would be reduced, even eliminated, if appropriate lakes could be found within parks.

RECOMMENDATIONS

1. *That there be an additional district strategy for lake trout, namely, identifying and specially protecting lakes that are chemically*

well buffered from the effects of acid rain. This strategy would include the following features:

- (a) that the MNR rank its district lakes by chemical buffering capacity, degree of trophism, diversity of species, and representativeness of the species with respect to district fish populations;
- (b) that two lakes, one oligotrophic and one mesotrophic, 50-100 ha in area and two similar lakes 5-10 times that area be selected which have the best possible combination of: (i) high chemical buffering capacity for the district; (ii) representative and diverse fish communities for the district; and (iii) relative inaccessibility due to either natural geographic barriers or park protection;
- (c) that these lakes be set aside as fish sanctuaries with no fishing in them under the Fisheries Act; and
- (d) that the concept of these fish sanctuaries be explained and presented to the public so that they may understand and support them.

2. That any large SO_2 sources within the District be required to have the best available technology for controlling emissions.

3.2.5 Wildlife (DLUP p.39)

Rare and Endangered Species and Non-Game Species

The MNR policies and practices should recognize that the best way of "perpetuating a variety of wildlife habitat types" is in large, wild parks where natural cycles and forces work with minimal intervention by man. Despite the efforts of even the best intentioned forest manager, timber cutting as it is currently practised is to a large extent incompatible with perpetuating the habitats of rare, endangered, and habitat-sensitive species. Also, the simple protection of specific nesting territories of such species, while admirable, is not sufficient to ensure good species survival. For example, the effects of spraying herbicides and pesticides are quite widespread. Protecting small nesting territories from these effects is difficult, if not impossible.

RECOMMENDATION

1. *That the first district strategy be amended to read, "Perpetuating a variety of wildlife habitat types and age classes of forest through the forest management process and through the establishment of large wilderness parks, large wilderness zones, and large nature reserves.*

3.3 Anti-Park/Pro-Exploitation Bias

We find throughout the DLUP's a pronounced weighting of values toward resource exploitation. Greater exploitation "needs" in the future are regularly anticipated, while there is rarely, if ever, any similar anticipation of greater need for the so-called amenities, particularly in the form of parks. Provision is made for increased metallic mineral, aggregate, and peat extraction, for much greater hunting "harvests", and for higher rates of timber extraction where possible. For parks however, day-use and car camping targets are set at usage rates for 1976.

Even the optional plans most favourable to parks, usually the A option but sometimes for us the B option, heavily favour resource extraction over parks. Table 1 puts together some data for each of the six districts. It shows how little parks receive relative to the resource industries. In the other so-called "compromise plans" there are, of course, even fewer resources dedicated to parks and other "amenities". In the worst compromise plans park proposals are slashed. One notes also in Table 1 that fires account for 3.5-11.1 times the wood volume that parks would account for. Why does MNR denigrate parks? We submit, that in real terms and in relative terms, the opposition and alarm from forest industry executives with respect to parks is unwarranted: the Ministry of Natural Resources more than generously looks after the interests of the forest and mining industries. It should do more to look after the interests of the people of Ontario.

Throughout the DLUPs the so-called compromises rarely favour good park values over good resource extraction values.

We note also that option summaries in the DLUP's describing impacts of other programs almost never describe the activities of the forest and mining industries as "impacting" on other programs. That is strange. The timber harvesting industry in particular affects such programs as cottaging, waterway recreation, hunting, trapping, sport fishing, and

Table 1

Statistics to show the *Great Areas Open to Mineral Exploitation* (c) and (d), the *Small Area of Proposed Parks* (e), the *Great Volumes of Wood Available to the Forest Industries* (g), and the *Small Volume of Wood Within Parks* relative to both the Volumes Consumed by the Forest Industries (g) and (i) and by Forest Fires (h) and (j) in the optional plan most favourable to parks in each of the six districts of the Northwestern Region.

	Fort Frances	Kenora	Dryden	Red Lake	Sioux Lookout	
(a) most favourable "parks" option	B	B	A	A	A	A
(b) area of district (ha)	1,205,900	1,683,600	1,153,600	6,420,500	11,209,800	1,150,000
(c) % of district open to mineral exploration	99%	94%	99%	99%	99%	99%
(d) % of district open to mineral extraction	<u>98%</u>	<u>94%</u>	<u>95%</u>	<u>99%</u>	<u>99%</u>	<u>94%</u>
(e) area in proposed parks (ha)	26,092	90,500	54,285	1,194,600	1,114,660	70,000
(% of district)	<u>2.2%</u>	<u>5.4%</u>	<u>4.7%</u>	<u>18.6%</u>	<u>9.9%</u>	<u>6.1%</u>
(f) total annual wood volume available (NMm ³)	587,000	573,000	669,500	1,139,500	2,124,400	909,000
(g) annual wood vol. available to industry (NMm ³)	499,878	413,200	626,944	1,010,200	1,837,700	796,000
(% of total)	<u>85.2%</u>	<u>72.1%</u>	<u>93.6%</u>	<u>88.6%</u>	<u>86.5%</u>	<u>87.6%</u>
(h) annual wood vol. burned in fires (NMm ³)	52,040	300,800	283,925	906,000	1,228,700	338,000
(i) annual wood vol. in parks (NMm ³)	14,740	115,400*	25,658	100,800	195,300	73,000
(% of total)	<u>2.5%</u>	20.0% *	<u>3.8%</u>	<u>8.8%</u>	<u>9.2%</u>	<u>8.1%</u>
(j) vol. burned ÷ vol. in parks	3.5	2.6 *	11.1	9.0	6.3	4.5

Sources: Background Information (Land and Water Area) and DLUP's (Summary Table for most favourable option, and comments on the option)

* These numbers are anomalous and appear to be incorrect.

parks. Why is there no mention of the many park proposals that have been dropped in the sifting out process because it was thought the timber industry needed the wood or the mining industry needed the land? Why are the reduced boundaries of parks not attributed to the impact of the forest industry on a park? Why are the proposals to log in candidate parks during interim management periods not called impacts of the forest industry on those candidate parks? Why is the impact of other programs on nature reserves in the Fort Frances DLUP (p.124) called "nil" when it is clearly stated that decisions on four proposed nature reserves are deferred so that their aggregate and peat mining potentials can be assessed, with the clear implication that they won't become reserves if the potential is too high? Why are the no-hunting zones around active logging areas not shown as affecting the number of animals that might not be available "for harvest", as is done for parks? Why are the negative effects of logging roads on streams and fish habitats and spawning areas not shown? Why, in short, is MNR so willing to attribute so many negative impacts to the parks program and so reluctant to attribute any negative impacts to the mining and timber exploitation programs?

The treatment of candidate parks further illustrates the bias. In candidate parks interim management guidelines could allow resource exploitation and extraction. Candidate parks may be modified or withdrawn if the Minister decides that a mineral resource should be extracted. There is not even a requirement to provide a comparable park in the vicinity to compensate for such a loss. Nowhere do we read of decisions on a potential resource extraction site being deferred while amenity and park values are being evaluated. Park decisions are tentative; resource decisions are not.

In general, therefore, the land use policies and optional plans reflect the fact that the Ministry of Natural Resources is only peripherally a provider of amenities for people. Intentionally or not, attitudes and decision-making in MNR generally demonstrate an anti-park/pro-exploitation bias. We strongly object to this. Parks are as

legitimate and necessary a land use as exploitation and should be treated on an equal basis with it.

RECOMMENDATIONS

1. That, within the District, initiatives be undertaken to establish significantly greater recognition of the values of, and need for providing social amenities in general and parks in particular.

2. That the anti-park/pro-exploitation bias be recognized for what it is; and that the policies and practices of MNR be changed to eliminate the bias so that the parks program is treated on the same bases as the resource exploitation programs.

3. That, in the final DLUP proposals from the District and in any proposals prepared by the Regional Office, the true impact of resource extraction programs, particularly the timber program, on other programs be clearly stated.

4. That any modification or withdrawal of a candidate park be compensated for by the addition of a comparable area or park in the same vicinity.

3.4 Misleading Targets

The bias referred to above shows up in the setting of targets. For timber, the "targets represent the total annual available wood supply" [our emphasis]. Since this is all the available wood in the District, we find it difficult to believe that any initial single factor target for timber was ever adjusted downward "in order to reflect more accurately the district's capability". Similarly, the targets for hunting are generally set at the maximum annual harvest levels. On the other hand, targets for provincial parks clearly have several times been lowered and compromised to "reflect more accurately the district's capability" and internal MNR pressures. Thus the target for nature reserves is not "all available nature reserve sites" but is a small set of nature reserve sites that have survived an extensive sifting process. Similarly the target for waterway parks is not "all available waterways". Had those been the targets, then the comparisons of target achievements would have been much fairer.

The consequence of such inequitable target setting is that, in relative terms, timber target achievements appear to be much worse than they really are and parks target achievements appear to be much better than they really are.

RECOMMENDATION

1. *That in evaluating target achievement, it be recognized, taken into account, and publicly stated, that the targets for timber extraction and parks are biased in such a way that timber extraction target achievement percents will appear relatively worse and park target achievement percents will appear relatively better than they would be if the targets had been set equitably.*

3.5 Optional Land Use Plans: RED LAKE

3.5.1 Introduction

PARKS FOR TOMORROW believes that parks are an important land use that should be a significant part of the final District Plan. The candidate parks proposed for this District are the result of an extensive sifting process involving many compromises. Further compromises, if required, should come from the resource extraction targets, which have not gone through a similar compromising and sifting out process. Thus, the parks components of Options C and D are unacceptable.

The parks component of Option A is better than that of Option B because it includes the Regional Parks System Plan preferred by MNR and because it includes the larger Opasquia option. We think the preferred parks system plan better represents the District's landscape units and support the MNR in its choice. However, Woodland Caribou, as proposed is smaller than we think it should be; thus we propose one modification to the parks listed in Option A.

3.5.2 A Larger Woodland Caribou Wilderness Park

The Woodland Caribou candidate of Option A needs to be enlarged for several reasons. First, as its name implies, the major feature requiring protection is the caribou herd. Recent studies apparently show the herd's range extends outside the northeast boundary of the candidate to beyond Piesk Lake. An extension into this area is achievable because it has low conflict with other uses. In fact, we were advised by MNR personnel that this area was a "write-off" for timber.

Second, the MNR proposal would funnel park visitors down three narrow entry corridors. The fragility of the area guarantees its destruction from over use if people are concentrated into narrow corridors. That is already the case on some parts of the Douglas Lake-

Telescope Lake corridor. Pushing the east boundaries further eastward ensures that people coming to visit the area as a park have more lake chains and circle routes available for rapid dispersal inside park boundaries.

We therefore support and endorse the well known and documented Atikaki boundaries for this area with a modification, Little Vermilion Lake should be excluded from the proposal and the "John Scott boundary" should be used as the north boundary as well as the northeast boundary beginning at Pipestone Bay on Red Lake.

We eliminate Little Vermilion Lake to reduce conflicts. We select the John Scott boundary as offering better protection for the caribou herd in the northeast corner and for its choice of watershed boundaries on the north side and northeast corner.

3.5.3 Acceptable Park Proposals

In addition to the enlarged Woodland Caribou Wilderness Park referred to above, we support the following new parks: Opasquia Wilderness Park (part, 443,150 ha), Pakwash Natural Environment Park (enlarged to 19,550 ha), Trout Lake Nature Reserve (8,250 ha), and Severn River Waterway Park (part, 130,350 ha).

We also support the establishment of the following nature reserve park areas of interest: Cobham Lake (58,100 ha), Mix Lake (part, 29,400 ha), Flanagan River (28,800 ha), and Whitemud River (part, 15,300 ha).

Our support for these parks assumes that the boundaries and areas will remain as proposed unless modifications are made to enlarge, or improve the quality of, a candidate park.

3.5.4 Comments Related to Option D

3.5.4.1 Woodland Caribou and Opasquia Wilderness Parks

The Opasquia area is a very important part of the parks system because of such characteristics as: the "provincially significant Opasquia-Sachigo moraine system", outstanding morainic topography in four major landscape units, and possibly significant permafrost features such as discontinuous permafrost and mass wasting, significant wolverine habitat, and some caribou. The area has some of the best terminal and interlobate morainic topography in the province and would serve to protect the headwaters of the Sachigo and Sagawitchewan Rivers (check sheets). We oppose a reduction in the area of the candidate as proposed in this preferred MNR option.

Option D also proposes reducing the area of Woodland Caribou. We have already expressed our view that this park should be larger than proposed in Option A and therefore clearly and strongly oppose this proposed reduction also.

3.5.4.2 Pakwash Natural Environment Park

Option D totally eliminates the Pakwash Park extension, leaving the existing 631 ha park which does not even meet the minimum requirements for a natural environment park. The Pakwash Lake western extension is considered the "best potential representation of the Hartman Moraine". This moraine is provincially significant to Ontario since it marks the last stand of the glaciers before "the last great warming trend which helped clear Ontario of the continental ice mass" (e.s. check sheets). The moraine has been extensively reworked by the Campbell stage of glacial Lake Agassiz so that it shows "excellent littoral (shoreline) features" such as "numerous levels of raised beaches". "The study area has a very high potential to contribute significantly [our emphasis] to the earth science protection objective" for northwestern Ontario.

How an area described as above can be totally eliminated in the preferred option in favour of its wood, when the district is not short of wood, defies comprehension.

The Pakwash park western extension is ". . . spectacular . . . ," has "high geological significance" and it "is strongly recommended that the proposed boundaries . . . retain a significant portion of the main features with a reasonable buffer zone" (e.s. check sheets). We concur. No option should exclude the Pakwash park extension as outlined in the Regional Parks System Plan.

3.5.4.3 Severn River Waterway Park

Another unsatisfactory aspect of Option D is that it eliminates the Severn River Waterway Park. The Severn is considered a "provincially significant waterway" which has "tremendous potential to provide . . . an outstanding cross-section of the bedrock and terrain elements in the West Patricia Planning Area". Although MNR has not done a comparable survey of life science features, we suspect the same could be said for them. The Severn River does not deserve elimination in any option.

3.5.5 Candidate Parks, Park Areas of Interest, and Interim Guidelines

We have a number of concerns about interim management guidelines and their application to candidate parks, including "park areas of interest". Please refer to section 2.4 Interim Management Guidelines for our discussion of the issues and recommendations.

RECOMMENDATIONS

1. *That the candidate Woodland Caribou Wilderness Park be enlarged in the southern portion to the boundaries proposed for an Atikaki Park and in the north and north-east to the boundaries of the John Scott proposal; and that this enlarged area be approved as the Woodland Caribou Wilderness Park*

2. That the candidate Opasquia Wilderness Park (part, 443,150 ha) be approved.

3. That the candidate Pakwash Natural Environment Park, extended from the present 631 ha to 19,555 ha as proposed, be approved.

4. That the candidate Trout Lake Nature Reserve (8,250 ha) be approved.

5. That the candidate Severn River Waterway Park (part, 130,350 ha) be approved.

6. That the Cobham Lake (58,100 ha), Mix Lake (part, 29,400 ha), Flanagan River (28,800 ha), and Whitemud River (part, 15,300 ha) candidate nature reserve park areas of interest be approved.

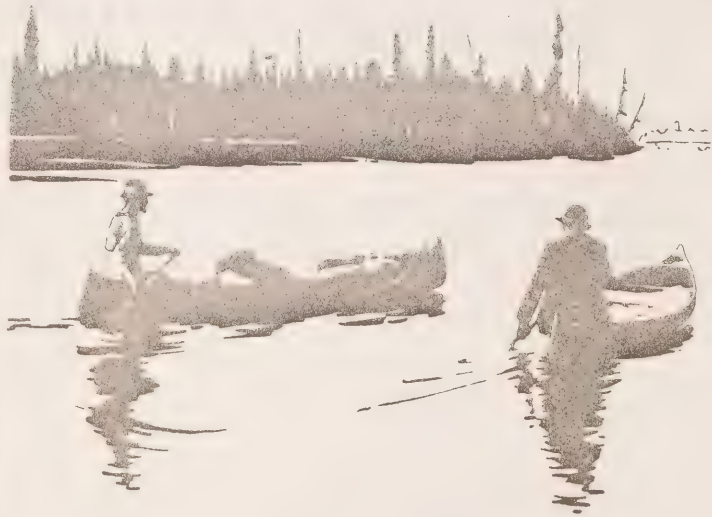


Response To

MINISTRY OF NATURAL RESOURCES

DISTRICT LAND USE PLAN

SIOUX LOOKOUT DISTRICT



Report Submitted By

PARKS FOR TOMORROW

R.R. 2

Kakabeka Falls, Ontario

POT 1W0

SIOUX LOOKOUT DISTRICT

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3 COMMENTS ON DISTRICT POLICIES AND OPTIONAL PLANS

DISTRICT: SIOUX LOOKOUT

3.1 Proposed District General Policies

3.1.1 The Public Interest (DLUP p.9)

We regret that the District does not go further than stating the Regional Policy from the NWSLUP. There are two key parts to the NWSLUP policy: (1) Crown owned resources belong to all the people of Ontario, and (2) they will be administered in the best interests of all the people of Ontario, including the special interest of the local residents. We learned directly or indirectly in all MNR district offices that we visited that the local interest was the predominant interest, and were told by one district manager that it was his "mandate" to present the local view in the district's DLUP proposals. There was little or no indication of interest or responsibility in administering resources "in the best interests of the provincial population as a whole" by the district staffs.

RECOMMENDATIONS

1. *That the Regional Director ensure that district offices know of their greater responsibility to the province as a whole.*

2. *That the District Manager actively assume his/her provincial responsibilities and ensure that this responsibility is known and acted on in the district office.*

3. *That the regional offices of MNR accept responsibility for ensuring that districts demonstrate they are administering resources in the best interests of the provincial population as a whole in their final draft DLUP plans, and where the districts do not do this, to rewrite the plans to properly achieve this responsibility.*

3.1.2 Environment (DLUP p.9)

We endorse the application of the Environmental Assessment Act to MNR activities. The Government of Ontario and its agencies should demonstrate exemplary environmental concern and management. Exemptions from the normal requirements of the Act should never be permitted for novel or major programs or operations such as logging, silvicultural treatment, and forest roads. Unfortunately again, there is no district commitment to the policy in the form of district strategy.

RECOMMENDATION

1. *That the MNR District office present a district strategy for "the maintenance and improvement of environmental quality" in its final DLUP proposal.*

3.1.3 Multiple Use (DLUP p.9)

We sense that many people inside and outside the MNR think of parks as a single use of land. Parks are multiple use areas since "two or more uses are accommodated within the same general area". Nature reserves, the most restrictive park type have at least the following functions in a "particular" area: protection of natural environments, education, and heritage appreciation. Also, nature reserves are only a "particular part" and ^{one} set of uses in a larger "whole planning area" (NWSLUP, p. 70).

A common perception is that one of the uses in multiple use must be mineral or timber resource extraction. Even large wilderness parks, so wrongly characterized as single use, serve multiple uses: tourist attraction; outdoor recreation of various types; protection of natural, cultural, and recreational environments; heritage appreciation; sport fishing; and protection of wildlife resources.

RECOMMENDATION

1. *That MNR actively promote parks as a fine example of the multiple use of land and water.*

3.1.4 Access Roads (DLUP p.10)

The policy on access roads recognizes the multiple use of these roads for resource extraction, cottaging, outdoor recreation, and the like. It also recognizes a number of negative effects associated with building roads: decline of wilderness and the wilderness experience, reduction in fishing and hunting quality, overexploitation of a resource, risks associated with poorly maintained roads, and a need for more services such as garbage clean-up and access points.

The district manager is required to ensure that all road plans are available for public review and to review pertinent plans with all affected tourist operators and the local NOTO representative. The uses of these roads, however, go well beyond the interests of the timber companies that plan most of them and the local tourist operators. Such uses include convenient connections between communities, the whole range of uses encompassed by outdoor recreation, and access to areas for wilderness travel, sport fishing, and hunting. In addition, there are unknown numbers of environmental effects. We think the MNR should ensure that the proposed construction of access roads be widely advertised and that the location and construction of these roads take into account a wide range of uses and environmental effects.

RECOMMENDATIONS

1. *That the proposal for construction of any access road in the Northwestern Ontario Planning Region be advertised in all local newspapers and that comments on the location, construction, and environmental effects of the roads be solicited. Such advertisements should be well enough in advance of construction target dates that people have ample time to study the issues and reply.*

2. *That copies of such public notices be sent routinely from regional or district offices to any organization or person who asks to be on a roads proposals mailing list.*

3. That if any organization with interests in outdoor recreation, wildlands, and/or environmental quality appoints a local representative, the District Manager will review proposed roads with that representative on the same basis that proposals are reviewed with a NOTO representative.

3.1.5 Forest Reserves (DLUP p.13)

The unqualified term "forest reserve" is misleading, as are the qualified terms "enhanced management areas" and "modified management areas". We think the intent of the Ministry to permit cutting in most forest reserves needs to be more clearly indicated by the use of the terms "limited-cut forest reserve" and "no-cut forest reserve" where applicable.

We have observed in extensive travelling throughout Northern Ontario that major roads can be aesthetically more pleasing if there are breaks in the corridor of trees enclosing them. Views along lakes and from the occasional high hill add much interest. We note that some of the expansive views exposed by fire and cutting on Hwy. 105 to Red Lake add interest to the drive that outweighs the less aesthetic aspects of fire and cutting. In addition, travellers past these openings can be informed about fire, cutting, and landscape features, and can see forest regeneration taking place. There would be opportunities for demonstrating successful regeneration after logging and fires, for showing regeneration difficulties, for demonstrating the use of prescribed fires and their value in resource management, for pointing out landscape features like major moraines and drift complexes, and for describing harvesting and silvicultural practices. From such educational efforts could come a better informed public on issues of resource management and more public support for better resource management.

The district's available wood supply would be increased if there were no forest reserves along highways and railways. These additional sources of wood would take some of the pressure for trees off lake trout lakes, reserves near tourist camps, parks, and waterways. Travellers at high speed on highways see less, view less discriminatingly, interact less intimately with the environment, and are generally attaching less value to their aesthetic experience than are travellers, vacationers, and recreationists on waterways, at tourist camps and parks, and on lakes.

We suspect most travellers would, as we would, accept a less aesthetic experience, if it came to that, along the highways and railways leading to tourist, vacation, and recreation areas to make a more aesthetic experience at the tourist, vacation, and recreations areas to which they were travelling.

RECOMMENDATIONS

1. *That the unqualified term "forest reserve" be replaced by the terms "limited-cut forest reserve" and "no-cut forest reserve" as applicable.*
2. *That the current practice of designating forest reserves along major highways, secondary highways, and railways, be abandoned in some test areas on an experimental basis; that public education opportunities at cutovers, burns, and viewpoints be used; and that public reaction to such experiments be evaluated and published.*

3.1.6 Fire Management (DLUP p.17)

We believe that forest fires have played, and should continue to play, a significant role in the health and rejuvenation of forested land. We applaud the District strategy of promoting through public education, the utilization of prescribed fire as a technique of fuel management, forest management, and wildlife habitat management. Two of us (Addison and Bates, 1974)* have previously recommended more widespread use of prescribed fire and less aggressive suppression of wildfire for these very purposes.

We'll be watching for the smoke!

RECOMMENDATIONS

1. *That the District promptly and vigourously implement the strategy of promoting through public education, the utilization of prescribed fire as a technique of fuel management, forest management, and wildlife management.*

2. *That the District embark upon a program for utilizing prescribed fire as per the stated strategy.*

* Addison, W.D. and J.D. Bates. 1974. Wilderness in Ontario: Part III. Ontario Naturalist 14(3):26-43 (Sept.)

3.1.7 Energy (DLUP p.19)

The MNR strategy of, whenever feasible, not permanently committing lands and waters with significant potential for supplying energy to other uses that would preclude their use for energy production concerns us. Energy self-sufficiency is a very worthwhile objective, but to consider that no peat bog or waterfall in a district can be designated as a Nature Reserve or included in a park because it may have energy potential is weighting "whenever feasible" much too heavily toward supplying energy and away from other equally important values.

RECOMMENDATIONS

1. *That the second part of the District Strategy be amended to read: "In making land and water allocations, suitable priority will be given to energy needs in relation to other land use objectives in a manner that reflects both the importance of the energy supply related to energy needs and the potential of the land and water being considered to meet other land use objectives.*
2. *That the third section of the District Strategy, "wherever feasible, . . . for energy production", be deleted.*
3. *That policies designed to ensure adequate energy supplies in the future not preclude the inclusion of potential energy sources in parks, and that significant and unusual examples of peatlands be set aside now in parks for continuous preservation of this important portion of our natural heritage.*
4. *That assessment of the energy potential of a site take into account the advantages of renewable energy sources and the disadvantages of non-renewable sources such as peat.*

3.2 Proposed District Particular Policies

3.2.1 Forestry (DLUP p.72)

The second part of the Regional Policy in forestry refers to the "Ministry of Natural Resources' year 2000 target of wood volume required by the forest industry" [our emphasis]. We have been told that districts don't set out to meet industry "requirements", rather, they try to figure out what the district can supply. However, we see some disturbing indications that districts will place industrial demand for wood well ahead of other considerations, and that wood supplied to a mill may exceed what the district should prudently try to supply on a true sustained yield basis. We are well aware of tactics that industrial interests will use to obtain wood supplies that prudent forest management would indicate should not be provided. This is often being done at the expense of other land use needs and objectives.

We support the efforts described in the District Strategy to improve efficient use of trees, to encourage the use of under-utilized species, and to increase forest yield and regeneration effectiveness. However, we do not support the massive chemical tending (i.e. herbicide spraying) programs envisaged by some MNR and industry foresters. We believe there are alternatives such as much higher stocking levels which cause conifer canopies to close earlier and shade out hardwood species. We see no evidence of widespread use of such approaches but know of some remarkable successes on plantations in northwestern Ontario. This much more closely duplicates natural processes and has been more cost-effective than spraying or manual thinning of hardwoods. All spraying programs must be intensively studied in advance for environmental effects, and must be fully assessed under the Environmental Assessment Act. No type of exemption should apply.

RECOMMENDATIONS

1. That the second part of the Regional Policy on forestry be amended to read: "To ensure that a continuous supply of wood is available to meet the Ministry of Natural Resources' year 2000 target of wood volume that can prudently be made available to the forest industry on a true sustained yield basis."

2. That all spraying programs (herbicidal, pesticidal, or other) be intensively studied in advance for environmental and human effects; and that all such spraying programs must be fully assessed under the Environmental Assessment Act without any form of exemption permitted.

3.2.2 Mineral Management (DLUP p.24)

We think district strategies to minimize the land withdrawn from staking and to limit withdrawals of land to areas of lowest mineral potential as much as possible put too high a value on mineral values at the expense of other values such as those provided by parks and environmental protection. We are well aware of the importance of the mining industry to Ontario's economy but are equally well aware that there are other important uses of the land. Is Ontario so poor that it cannot afford to set aside in parks some small percentage of the high and medium mineral potential land which also has high park values?

RECOMMENDATION

1. *That policies designed to ensure adequate mineral supplies in the future not preclude the inclusion of potential metallic mineral, aggregate, and peat sources in parks (candidate parks are not parks).*

3.2.3 Provincial Parks (DLUP p.63)

3.2.3.1 A Park System

A paragraph in the Regional Policy section makes the point that "Because of the inter-relationship of the park objectives and their relationship to people and to natural and cultural areas, it has been determined that the objectives can best be met through a system approach. This system applies first at the provincial level and deals with requirements across Ontario". The statement goes on to say that the region and then the district levels are involved in translating these needs into the land base for parks according to the Northwestern Region Parks System Plan.

PARKS FOR TOMORROW fully supports this system approach to park planning.

3.2.3.2 Candidate Parks and Interim Management Guidelines

The designation of an area as a "candidate park" or its apparent equivalent "proposed park" does not provide the protection that a park should have. "Park area of interest" provides even less protection as far as we have been able to ascertain. "Park zone" appears to provide about the same protection as candidate park, but of that we are uncertain. Regardless of the term used, none of these designations provides the protection that a "park" receives and none of them provides any assurance of eventual designation as a park.

Interim management guidelines commonly will permit mineral exploration and may permit timber extraction, all without any public information or participation. We will not be able to judge whether the interim management plans will protect a park's values. They almost certainly will not do that as well as permanent park designation and management with a good master plan. We have discovered that in a distressingly large number of cases, district staffs do not know much about the basic values of proposed parks; they do not know what they are supposed to protect. How can they protect the general values which

they don't understand or appreciate? How can anyone protect particular features which are not even inventoried and therefore are unknown? The tentativeness of the various designations and the inadequateness of interim management guidelines are unacceptable. All park proposals coming out of the SLUP-DLUP process should be designated as parks at the same time and in the near future. Master planning and park development could be deferred temporarily but permanent designation as parks and the relatively secure assurances that come with that cannot.

We were told that the SLUP-DLUP process would be finished at the end of this year. Now it appears that the decision-making may take twenty years as each candidate park is argued over. The candidate/proposed parks will be continually vulnerable to exploitation pressure. No other land use will be left in such a tentative and vulnerable position when the final district land use plans are approved. The inequitable treatment accorded parks will seemingly go on indefinitely. We find that unacceptable.

3.2.3.3 Park Legislation

Present practice is to establish parks by Order-in-Council. We believe that this does not sufficiently ensure the integrity of established parks. Parks should be established and protected by Acts of the Legislature.

RECOMMENDATIONS

1. *That the system approach to park planning be promoted more forcefully at the district level.*

2. *That the implementation of the system approach to park planning by provincial and regional officials ensure that the districts assume "ownership" of it. In particular, district staffs should recognize that for parks at least provincially and regionally based considerations, roles, and responsibilities have precedence over district ones.*

3. That provincial parks policy be amended to permit parks to be established without the consequent requirement of immediate master planning and development, but with full park protection. (see also our comments in the "Blue Book" section on phasing in new parks)

4. That all provincial parks be established and protected by Acts of the Legislature and not by Orders-in-Council.

3.2.4 Fisheries

Lake Trout (DLUP p.50)

We think one of the key issues for "the maintenance, protection, and enhancement of lake trout populations" will be acid rain effects on lakes. Acid rain, though limited now in the district, could increase and seriously reduce the number of lakes able to support lake trout populations. Special effort should be made to identify and protect lake trout lakes that are chemically well buffered from the effects of acid rain.

The extirpation of lake trout and perhaps other fish species in Ontario seems likely. The MNR has recorded the decline of one fishery after another in the past. For lake trout, extirpation is nearly assured by any single factor among these: winter fishing, overfishing due to increased road access, acid rain, and eutrophication from a number of sources. Extirpation seems certain whenever two or more of these factors act together. Our lack of faith in lake trout's future, in large part rests with MNR's unwillingness to vigorously tackle an obvious winter overfishing problem throughout much of the Northwestern Planning Region. As of this writing, talk is still all we have on the subject.

In the long term, acid rain is probably the more serious threat. In Alberta we are aware of three new coal fired generating plants coming soon, the new Syncrude plant, and more synthetic crude plants to come. In Saskatchewan there are two new coal fired plants coming soon. We have unconfirmed reports of new plants in the Dakotas and, of course, two new coal fired plants in northwestern Ontario at Thunder Bay and Atikokan.

We welcome the specific acid monitoring provisions^{of} the DLUP. But what can be done if the problem develops? The answer at this stage would seem to be nothing. We think some "insurance" is possible, if we take steps now.

We suggest that each district determine the chemical (pH) buffering capacity of its lakes and rank them from highest to lowest. The information is probably already available from existing lake surveys. Two oligotrophic and two mesotrophic (warm water) lakes which have the best buffering capacity in the district and which are representative of fish populations in the area should be identified. The oligotrophic lakes should both contain lake trout, while the warm water lakes should contain at least walleye and pike, but in either case, the combination of high buffering capacity and widely representative fish populations is the key. One each of the warm and cold water lakes should be about 50-100 ha in size and the other of each of the pairs 5-10 times that area.

We propose that these lakes be set aside as fish sanctuaries now, with no fishing in them. The purpose of this is to avoid the following scenario should acid rain develop as a threat. MNR monitors acid rain and finds a problem developing but recognizes nothing can be done. As the severity of the problem increases and fishermen switch their efforts to the remaining good fishing lakes, the well buffered ones, MNR's ability to react in the face of mounting fishing and political pressures will be limited at best. The buffered or survivable lakes are then extinguished by overfishing. However, if four lakes per district are already set aside, the MNR may well be able to resist the pressure to open. They will become known as the "insurance" lakes which are preserving species for restocking once solutions to acid rain problems are found. They can be promoted now as survivable gene pools for the future, and as naturally evolving "bench marks" and study areas against which we can measure our management efforts in fished lakes. Conflicts would be reduced, even eliminated, if appropriate lakes could be found within parks.

RECOMMENDATIONS

1. *That there be an additional district strategy for lake trout, namely, identifying and specially protecting lakes that are chemically*

well buffered from the effects of acid rain. This strategy would include the following features:

- (a) that the MNR rank its district lakes by chemical buffering capacity, degree of trophism, diversity of species, and representativeness of the species with respect to district fish populations;
- (b) that two lakes, one oligotrophic and one mesotrophic, 50-100 ha in area and two similar lakes 5-10 times that area be selected which have the best possible combination of: (i) high chemical buffering capacity for the district; (ii) representative and diverse fish communities for the district; and (iii) relative inaccessibility due to either natural geographic barriers or park protection;
- (c) that these lakes be set aside as fish sanctuaries with no fishing in them under the Fisheries Act; and
- (d) that the concept of these fish sanctuaries be explained and presented to the public so that they may understand and support them.

2. That any large SO_2 sources within the District be required to have the best available technology for controlling emissions.

3.2.5 Wildlife (DLUP p.39)

Rare and Endangered Species and Non-Game Species

The MNR policies and practices should recognize that the best way of "perpetuating a variety of wildlife habitat types" is in large, wild parks where natural cycles and forces work with minimal intervention by man. Despite the efforts of even the best intentioned forest manager, timber cutting as it is currently practised is to a large extent incompatible with perpetuating the habitats of rare, endangered, and habitat-sensitive species. Also, the simple protection of specific nesting territories of such species, while admirable, is not sufficient to ensure good species survival. For example, the effects of spraying herbicides and pesticides are quite widespread. Protecting small nesting territories from these effects is difficult, if not impossible.

RECOMMENDATION

1. *That the first district strategy be amended to read, "Perpetuating a variety of wildlife habitat types and age classes of forest through the forest management process and through the establishment of large wilderness parks, large wilderness zones, and large nature reserves.*

3.3 Anti-Park/Pro-Exploitation Bias

We find throughout the DLUP's a pronounced weighting of values toward resource exploitation. Greater exploitation "needs" in the future are regularly anticipated, while there is rarely, if ever, any similar anticipation of greater need for the so-called amenities, particularly in the form of parks. Provision is made for increased metallic mineral, aggregate, and peat extraction, for much greater hunting "harvests", and for higher rates of timber extraction where possible. For parks however, day-use and car camping targets are set at usage rates for 1976.

Even the optional plans most favourable to parks, usually the A option but sometimes for us the B option, heavily favour resource extraction over parks. Table 1 puts together some data for each of the six districts. It shows how little parks receive relative to the resource industries. In the other so-called "compromise plans" there are, of course, even fewer resources dedicated to parks and other "amenities". In the worst compromise plans park proposals are slashed. One notes also in Table 1 that fires account for 3.5-11.1 times the wood volume that parks would account for. Why does MNR denigrate parks? We submit, that in real terms and in relative terms, the opposition and alarm from forest industry executives with respect to parks is unwarranted: the Ministry of Natural Resources more than generously looks after the interests of the forest and mining industries. It should do more to look after the interests of the people of Ontario.

Throughout the DLUPs the so-called compromises rarely favour good park values over good resource extraction values.

We note also that option summaries in the DLUP's describing impacts of other programs almost never describe the activities of the forest and mining industries as "impacting" on other programs. That is strange. The timber harvesting industry in particular affects such programs as cottaging, waterway recreation, hunting, trapping, sport fishing, and

Table 1 Statistics to show the *Great Areas Open to Mineral Exploitation* (c) and (d), the *Small Area of Proposed Parks* (e), the *Great Volumes of Wood Available to the Forest Industries* (g), and the *Small Volume of Wood Within Parks* relative to both the Volumes Consumed by the Forest Industries (g) and (i) and by Forest Fires (h) and (j) in the optional plan most favourable to parks in each of the six districts of the Northwestern Region.

	Fort Frances	Kenora	Dryden	Red Lake	Sioux Lookout	Ignace
(a) most favourable "parks" option	B	B	A	A	A	A
(b) area of district (ha)	1,205,900	1,683,600	1,153,600	6,420,500	11,209,800	1,150,00
(c) % of district open to mineral exploration	99%	94%	99%	99%	99%	99%
(d) % of district open to <u>mineral extraction</u>	<u>98%</u>	<u>94%</u>	<u>95%</u>	<u>99%</u>	<u>99%</u>	<u>94%</u>
(e) area in proposed parks (ha)	26,092	90,500	54,285	1,194,600	1,114,660	70,309
(% of district)	<u>2.2%</u>	<u>5.4%</u>	<u>4.7%</u>	<u>18.6%</u>	<u>9.9%</u>	<u>6.1%</u>
(f) total annual wood volume available (NMm ³)	587,000	573,000	669,500	1,139,500	2,124,400	909,000
(g) annual wood vol. available to industry (NMm ³)	499,878	413,200	626,944	1,010,200	1,837,700	796,712
(% of total)	<u>85.2%</u>	<u>72.1%</u>	<u>93.6%</u>	<u>88.6%</u>	<u>86.5%</u>	<u>87.6%</u>
(h) annual wood vol. burned in fires (NMm ³)	52,040	300,800	283,925	906,000	1,228,700	338,208
(i) annual wood vol. in parks (NMm ³)	14,740	115,400*	25,658	100,800	195,300	73,558
(% of total)	<u>2.5%</u>	20.0% *	<u>3.8%</u>	<u>8.8%</u>	<u>9.2%</u>	<u>8.1%</u>
(j) vol. burned ÷ vol. in parks	3.5	2.6 *	11.1	9.0	6.3	4.6

Sources: Background Information (Land and Water Area) and DLUP's (Summary Table for most favourable option, and comments on the option)

* These numbers are anomalous and appear to be incorrect.

parks. Why is there no mention of the many park proposals that have been dropped in the sifting out process because it was thought the timber industry needed the wood or the mining industry needed the land? Why are the reduced boundaries of parks not attributed to the impact of the forest industry on a park? Why are the proposals to log in candidate parks during interim management periods not called impacts of the forest industry on those candidate parks? Why is the impact of other programs on nature reserves in the Fort Frances DLUP (p.124) called "nil" when it is clearly stated that decisions on four proposed nature reserves are deferred so that their aggregate and peat mining potentials can be assessed, with the clear implication that they won't become reserves if the potential is too high? Why are the no-hunting zones around active logging areas not shown as affecting the number of animals that might not be available "for harvest", as is done for parks? Why are the negative effects of logging roads on streams and fish habitats and spawning areas not shown? Why, in short, is MNR so willing to attribute so many negative impacts to the parks program and so reluctant to attribute any negative impacts to the mining and timber exploitation programs?

The treatment of candidate parks further illustrates the bias. In candidate parks interim management guidelines could allow resource exploitation and extraction. Candidate parks may be modified or withdrawn if the Minister decides that a mineral resource should be extracted. There is not even a requirement to provide a comparable park in the vicinity to compensate for such a loss. Nowhere do we read of decisions on a potential resource extraction site being deferred while amenity and park values are being evaluated. Park decisions are tentative; resource decisions are not.

In general, therefore, the land use policies and optional plans reflect the fact that the Ministry of Natural Resources is only peripherally a provider of amenities for people. Intentionally or not, attitudes and decision-making in MNR generally demonstrate an anti-park/pro-exploitation bias. We strongly object to this. Parks are as

legitimate and necessary a land use as exploitation and should be treated on an equal basis with it.

RECOMMENDATIONS

1. *That, within the District, initiatives be undertaken to establish significantly greater recognition of the values of, and need for providing social amenities in general and parks in particular.*
2. *That the anti-park/pro-exploitation bias be recognized for what it is; and that the policies and practices of MNR be changed to eliminate the bias so that the parks program is treated on the same bases as the resource exploitation programs.*
3. *That, in the final DLUP proposals from the District and in any proposals prepared by the Regional Office, the true impact of resource extraction programs, particularly the timber program, on other programs be clearly stated.*
4. *That any modification or withdrawal of a candidate park be compensated for by the addition of a comparable area or park in the same vicinity.*

3.4 Misleading Targets

The bias referred to above shows up in the setting of targets. For timber, the "targets represent the total annual available wood supply" [our emphasis]. Since this is all the available wood in the District, we find it difficult to believe that any initial single factor target for timber was ever adjusted downward "in order to reflect more accurately the district's capability". Similarly, the targets for hunting are generally set at the maximum annual harvest levels. On the other hand, targets for provincial parks clearly have several times been lowered and compromised to "reflect more accurately the district's capability" and internal MNR pressures. Thus the target for nature reserves is not "all available nature reserve sites" but is a small set of nature reserve sites that have survived an extensive sifting process. Similarly the target for waterway parks is not "all available waterways". Had those been the targets, then the comparisons of target achievements would have been much fairer.

The consequence of such inequitable target setting is that, in relative terms, timber target achievements appear to be much worse than they really are and parks target achievements appear to be much better than they really are.

RECOMMENDATION

1. *That in evaluating target achievement, it be recognized, taken into account, and publicly stated, that the targets for timber extraction and parks are biased in such a way that timber extraction target achievement percents will appear relatively worse and park target achievement percents will appear relatively better than they would be if the targets had been set equitably.*

3.5 Optional Land Use Plans: SIOUX LOOKOUT DISTRICT

3.5.1 Introduction

This section of the brief is a response by the Sioux Lookout PARKS FOR TOMORROW representatives to the optional land use plans being considered by the Sioux Lookout Ministry of Natural Resources.

The Sioux Lookout PARKS FOR TOMORROW organization is a newly formed group consisting of members with expertise in many areas. The formation of this group was stimulated by the release of the proposed West Patricia Land Use Plan (WPLUP), and a common concern felt by these local residents for the necessity of a response to this proposed plan.

This brief is meant to be a constructive response to the proposed West Patricia Land Use Plan.

PARKS FOR TOMORROW believes that parks are an important land use that should be a significant part of the final District Plan. The candidate parks proposed for this District are the result of an extensive sifting process involving many compromises. Further compromises, if required, should come from the resource extraction targets, which have not gone through a similar compromising and sifting-out process.

Optional Plans

There are four optional plans proposed in the West Patricia Land Use Plan.

Option "C", the "extraction" option is totally unacceptable! It offers poor protection, and very poor parks target achievement. Only

56% of the landscape units are represented. Parks achievement overall averages only 54.2%

Option "D", the "preferred" option, is also unacceptable. All landscape units are not represented, and the overall average parks achievement is only 60.8%.

Options "A" and "B" are very similar, and appear sound. The only difference being the fact that Option "A" contains all the preferred Park Areas of Interest. These preferred Park Areas of Interest supposedly offer better earth and life science features than the alternates contained in Option "B".

We recognize that the forestry target is not fully achieved. The difference in the forestry program achievement is only 3% between Options "A" and "B". We also recognize that when the targets were assigned, the reserve (buffer) zones proposed for lakes and rivers were considered "no cut" zones for the purposes of calculating fibre supply. According to the approved Strategic Land Use Plan (SLUP), "few, if any, of these areas should be considered as not being available for timber or mineral purposes" (p.10). The consequence of this is that the degree of achievement of the forestry target is understated, and the degree of protection afforded lakes and rivers is overstated.

The forestry program target achievement is also misleading in another way. The target is calculated for the area to the south of the northern limit of the Reed Tract. Yet, it has been stated by the Timber Supervisors in both the Red Lake and Sioux Lookout Districts that commercial timber harvesting could conceivably take place to the north of the Reed Tract in the future. This fibre supply is not noted anywhere. However, when Parks targets are set, the whole of the planning area is considered. Future timber harvesting to the north of the Reed

Tract would drastically improve the forestry target achievement.

Therefore, our preference is Option "A", with the following modifications and qualifications.

3.5.2 Specific Park Proposals

3.5.2.1 Park Areas of Interest

We strongly support the proposed Park Areas of Interest (for future designation as Nature Reserves) included in Option "A". As stated in the "Blue Book", (p. NR-11-8), "Nature Reserves should be as ecologically self-contained as possible, and consequently should be bounded by natural features whenever possible. Potential boundaries should include adequate area to buffer the core ecosystems from intrusive influences". These "natural features" as "potential boundaries" should in all cases be, or include, the heights of land surrounding the quaternary watersheds.

- PAOI #46 Kaneesose Lake--acceptable in its present form, includes headwaters of two quaternary systems.
- PAOI #47 Kakiwi River--acceptable in present form, includes headwaters and a good portion of a high density caribou wintering area.
- PAOI #48 Wunnummin Hill--acceptable in present form, includes headwaters of two quaternary systems.
- PAOI #49 Nango Lake--acceptable in present form, includes headwaters of the Nango and Auguston Rivers.
- PAOI #50 Gonyea Lake--acceptable in present form, borders on significant canoe route from Windigo Lake (Hudson Bay Company outpost built in 1820's) to lakes further downstream (Severn River).
- PAOI #51 Wharram Lake--acceptable in present form, borders on significant canoe route (traditional) from Weagamow to Bearskin Lake, Big Trout Lake, Makoop Lake.

- PAOI #55 Kishikas Lake--acceptable in present form, contains headwaters for four watersheds (one primary, three secondary): The Cat River/Albany River, The Pipestone River/Winisk River, The Windigo River/Severn River, and the Berens River/Nelson River.
- PAOI #59A Foaming Creek--acceptable, contains glacial landforms and headwaters of four quaternary systems.
- PAOI #60 Bow River--acceptable in present form, assuming that it will connect to the Pipestone South Waterway candidate.
- PAOI #61 Fawcett Lake--acceptable in present form, contains good headwater boundaries.
- PAOI #65 Whitemud River--acceptable in present form, contains headwaters of at least one quaternary system.
- PAOI #66 St. Raphael Lake--acceptable in present form, contains all headwaters of quaternary system 4GA-14 except for the small portion of Churchill Lake to the Northeast of the narrows in the middle of the lake. The western boundary of this PAOI is quite significant because it is the major height of land - Albany River/Nelson River systems.
- PAOI #78 Mix Lake--acceptable in present form, northern boundary is significant because it is a major height of land - Severn River/Nelson River.

3.5.2.2 Nature Reserves

1. Minnitaki Kames (#76)--acceptable in present form
2. Windigo Point--acceptable in present form.

3.5.2.3 Proposed Wilderness Parks

1. Opasquia (#42) and Red Lake (#3): We strongly support the designation of this area as a wilderness park. After extensively examining the documentation and evaluations of this area, we wholeheartedly agree

that this area best represents the significant earth and life science features to be protected. As well, Opasquia offers the best combinations for recreation potential.

It should be noted that we recognize the Two Rivers/Makooop Lake Candidate Wilderness areas as alternatives to the Opasquia Candidate. Should the Opasquia area not be designated as a wilderness class park, then we will strongly advocate the alternatives.

2. Whitewater (#68) We strongly support the designation of this area as a wilderness park. The Misehkw River corridor provides a vital link to the proposed Albany Waterway park, as well as including significant speckled trout habitat. The western boundary should include the Flindt and Allanwater Rivers, South to the CNR tracks. The Misehkw corridor should be extended to the north to join the southern boundary of the Albany Waterway candidate.

3.5.2.4 Proposed Waterway Parks

1. Albany River Waterway (#62) We strongly support the designation of this waterway as a waterway class park. It is acceptable to us in its present form.

2. Otoskowin/Attawapiskat Rivers Waterway (#59B) We strongly support the designation of this waterway as a waterway park. It is acceptable to us in its present form.

3. English River Waterway Park. The PARKS FOR TOMORROW brief optional plans portion, submitted to Sioux Lookout District Office on July 16, 1982, contains a section rejecting "English River Waterway (#77) as a candidate. This is an error which occurred due to the rush of this exercise and some impressions about the adequacy of this candidate provided by MNR personnel. We subsequently discovered that English River is a viable candidate. Therefore, for reasons outlined below, PARKS FOR TOMORROW believes both the South Pipestone and English

River should be established as waterway parks. However, if MNR treats these two candidates as alternates, which they definitely are not, then we favour the South Pipestone over English River.

In the Northwestern Region Park System Plan, English River is proposed as an alternate for Pipestone River South. They are alternates in only one respect: they provide nearly equal numbers of non-wilderness back-country opportunities. In every other important respect, they are different. They are different site regions and have fundamentally different forests and associated plants and animals. The English is relatively tame canoeing with long calm stretches and large lake travel sections while the Pipestone has more frequent rapids. The English River probably has the best aquatic vegetation in northwest Ontario with a fine variety of emergent and submergent plants. The Pipestone, 150 miles further north, lacks both the variety and scale of aquatic vegetation. The list of differences could go on. The English and Pipestone Rivers are so different that in no real sense are they alternates. Both are so special and so different that both should be made into parks. This would also help overcome the significant back-country travel deficit in northwestern Ontario.

4. South Pipestone River Waterway (Option "B", #53) This candidate will provide an additional 2,000 back-country opportunities over the English River candidate. In fact, the difference may be greater because of possible overestimation of English River's capabilities. It also provides vital continuity within the Parks System, connecting directly to the Otoskwin/Attawapiskat candidate and PAOI's #57, #59A and #60. Corridors such as this provide vital networks for the necessary interchange of all flora and fauna. As well, this candidate received a "low" conflict rating.

5. Pipestone River North Waterway (#52) We strongly support the designation of this waterway as a waterway park. We recommend one addition to the park as proposed, that being a node to include the

former trading post at Big Beaver House. This was a significant post since its founding in the 1780s. Originally run by French Canadian free traders and then by the North West Company, this single post was the sole reason for the Hudson's Bay Company's expansion into the Big Trout Lake portion of the interior. Numerous references occur in the Hudson's Bay Archives to the significance of the post at Big Beaver House (significance during both the North West Company regime and later during the Hudson's Bay Company occupation).

6. Winisk River Waterway Although the area is not contained in Sioux Lookout District, we feel strongly that the Winisk River, from Wunnummin Lake to Winisk Lake, should be included as an extension of the Winisk Wild River Park. According to the Blue Book, (p. WA-1-16), "They [Waterway Parks] offer to their users a chance to experience the power and continuity (emphasis ours) of Ontario's great rivers and to appreciate the central place of those rivers in the national and cultural heritage of the province". Exclusion of this section of the Winisk River appears to be a direct contradiction of the Blue Book policies.

7. Severn River Waterway (#43) We strongly support the designation of this river as a waterway park. This candidate represents a unique environment created by the river itself, an experience not offered anywhere else in the province. This immense river offers unprecedented challenge and back-country recreation for Ontarians. Accessibility to the various segments of this river continue to improve with the establishment of new scheduled air flights to the communities located along this vast system.

8. Fawn River Waterway The Hudson's Bay Company Archives show that the Fawn River was the primary northern Ontario transportation route for the fur trade from Hudson Bay. Therefore, we recommend that the Fawn River be designated a waterway park for historical reasons.

The Hudson's Bay Company documentation of the area's history

shows that the Fawn is, by far, the best unaltered waterway candidate for historical purposes, representing several historical theme segments.

The river was used annually by the native peoples of the interior as a transportation corridor to Fort Severn for trade supplies until a Bay post was established at Big Trout Lake in 1807 by James Swain. After 1807, the river was used extensively by the Hudson's Bay Company to freight trade goods by canoe and then by York Boat to and from the interior. This continued until recently, when transportation by tractor train and airplane made the water route economically impractical. In fact, the fur trade traffic continued on the Fawn much later than on other Ontario rivers (e.g. the Albany and the Boundary Waters) because it was still inaccessible by the rail lines. Even in 1978, the portages still showed signs of the major development necessary for York Boat use - lines of tree growth on both sides of the trails indicated the extent the trail had to be maintained.

The Fawn River was originally selected by the Hudson's Bay Company as a trade route, over the Severn River, because the Fawn's size and navigability made it much more suitable for transportation purposes. To this day, residents of the area (Big Trout Lake and Bearskin Lake) still consider the Severn north of Severn Lake "too rough" for travel by hand-powered craft. Most residents now travel to their respective traplines on the Severn by float plane.

The Fawn was the logical choice for the Hudson's Bay Company as a transportation route, and logistically it was best because the Big Trout Lake area was known as an area more frequented by native people.

The Hudson's Bay Company post at Big Trout Lake has kept daily journal entries for every year of operation from 1807 to the present. To quote the "Blue Book" (p. WA-11-4), "Areas should contain the greatest

possible diversity of special and representative waterway related historical resources".

Several large native encampments have been located on the river. The Big Otter Site was supposedly a major village up to 200 years ago. Both sites still show signs of human habitation, and likely contain valuable archeological information.

The Fawn rated "low" on the Waterway evaluations with regard to access. This situation has changed dramatically in the last few years, and now people can travel from Toronto to Big Trout Lake in as little as eight hours and, at worst, 18 hours with one layover. This represents access superior to most other communities in northern Ontario.

When it is considered that only the 74 km of the waterway in the WPLUP area was evaluated, it becomes apparent that the evaluation was not thorough enough for it to be scored on the same scale as the other rivers which have the majority of their length contained in the WPLUP area.

Because the Fawn River drains the exceptionally clear waters of Big Trout Lake, the water quality is very high. Few northern Ontario rivers are as clear and pure as the Fawn.

There are no conflicts on the Fawn at present, nor are any foreseen in the future.

As mentioned earlier, the rough section of the Severn River downstream from Severn Lake may necessitate the inclusion of the historic trade route from Big Trout Lake to the Severn River at Severn Lake. This route was originally documented by James Swain of the Hudson's Bay Company in 1807, and represents the main trade route from the

post at Big Trout Lake to regions to the southwest. The route would extend from the western tip of Big Trout Lake, into Fawn Lake, and west through "five carries" (from James Swain) to the southeast shoreline of Severn Lake. Two of this organization's members travelled this route in 1978, and found all the trails still usable. Upstream on the Severn from the point where this route enters Severn Lake, is where the Severn River gains secondary importance as a historic waterway.

3.5.3 Designated Canoe Routes

Also of concern to members of our organization is the fact that at present, the only canoe routes that receive forest reserve (buffer) protection are the routes that are documented and maintained by Ministry of Natural Resources. Over the past five years, the number of maintained canoe routes has decreased due to financial constraints. We understand the reason that some routes are no longer regularly maintained, but this does not justify a corresponding reduction in the number of routes receiving buffer protection. This situation must not continue.

A consistent policy of what constitutes a canoe route eligible for forest reserve protection is required.

These canoe routes should include historic routes used by traders and native persons. In an effort to broaden the opportunities for canoe tripping experiences on Crown Land, the network of canoe routes should be continually expanded. This would reflect the ever-growing interest in canoe tripping as a form of wilderness recreation.

As noted earlier, forest reserves (even narrow reserves along roads and canoe routes and portages) can provide vital corridors for the necessary interchange of flora and fauna. These reserves must

receive stringent protection around canoe routes and portages.

Members of this organization have documented numerous canoe routes not currently recognized as canoe routes by Ministry of Natural Resources. In an effort to have these routes recognized for purposes of receiving adequate reserve protection, we supply the following list of these routes.

1) Marchington River upstream from Fairchild Lake, across the primary height of land to Savant Lake, downstream on the Savant River to Pashkokogan Lake, downstream on the Pashkokogan River to the Albany River.

2. Little Savant River from the portage connecting Little Savant Lake and the Savant River downstream to the junction of the Little Savant and the Savant River

3. The Pashkokogan River from Fitchie Lake to Pashkokogan Lake

4. Birch Lake to the Cat River, downstream to Lake St. Joseph.

5. The Paseminon River from Brodeur Lakes downstream through Barrigar, Libert and Zeemel Lakes to the Junction with the Pipestone River.

6. From the Paseminon River across to Opapimiskan Lake (two portage routes) downstream on the Opapimiskan River through Skinner Lake to the junction with the Pipestone River.

7. Atim River upstream from Skinner Lake to Atim Lake and the portage to North Caribou Lake.

8. From Opapimiskan Lake, portage across to Thurston Bay of North Caribou Lake, across North Caribou Lake and downstream on the North Caribou to the junction with the Windigo River.

9. From the North Caribou River, portage (or paddle further east) into Eyapamikama Lake, portage into the Schade River, and downstream to the junction with the Severn River at Severn Lake.

10. From Weagamow Lake, portage across to Atikomik Lake and the Nikitowa River, downstream to the Schade River, across to the Nekikamog River (on a significant portage across the Big Beaver House Moraine) to Makoop Lake. From Makoop Lake, the route crosses another height of land to the Mishwamakan River, and continues downstream to Big Trout Lake. This route was traditionally used to freight goods from Big Trout.

11. From the terminus of Highway 808 at Windigo Lake, the route goes downstream on the Windigo River to the junction with the Severn.

3.5.4 Historical Sites

To our knowledge, there are several locations in the Sioux Lookout District that are important from a historical perspective. We feel that it is necessary to identify them at this point in the land use planning process, so that they may receive appropriate protection in the future. These locations include:

1. Osnaburgh House on Lake St. Joseph --established 1736;
2. Big Beaver House on Mishamikwash Lake--established approximately 1780;
3. Old Windigo Lake Community/outpost--established 1820s
4. Hudson's Bay Company outpost on North Caribou Lake (supplied from Big Trout);

5. Hudson's Bay Company outpost on northwest shore of Savant Lake
6. Hudson's Bay Company outpost at Root Bay on Lake St. Joseph
7. Old Atikup village on North Caribou Lake--three months archaeological work already completed.

It should be noted that there are many locations that have not yet been precisely located.

There are also several pictograph sites that should be identified. Some of these have been documented by the late Selwyn Dewdney, but are still not known of by the local Ministry of Natural Resources personnel. Some of these include:

- Donnelly River site near North Caribou Lake
- Atim River site near Dinnick Lake (North Caribou Lake area)

(The above two sites represent two of the most northerly occurrences of primitive rock art in the province.)

- Miniss River site near Arc and Vincent Lakes
- Miniss River site west of Lawson Lake
- Three small sites on Fairchild Lake
- Schist Lake site (significant)

Dewdney also has documented a petroglyph site on the Sachigo River downstream of the community of Sachigo Lake.

3.5.5 Conclusion

We would like to compliment the local and regional planning staff on the preparation and presentation of the information contained in the optional plans. We also wish to thank them for their co-operation in supplying information used by us in preparing this brief. However, some of this information was received at a very late date, within days of this presentation deadline.

While some of the information is quite thorough, much of it is incomplete and/or inaccurate. We are greatly concerned that many of the decisions to be made by December 31st, 1982 will be based on information that is, in the case of the northern part of the district, quite scanty. We feel compelled to demand that the continued input from our organization and all interested parties be solicited in the future decision-making process.

RECOMMENDATIONS

1. *That the Whitewater (Ogoki-Albany) candidate (486,110 ha) in option A of Sioux Lookout District and option 1 of Nipigon District be approved as a wilderness park by December 31, 1982, subject to the following conditions:*

- a) boundary adjustments be made on the west side to be certain that the portions of the Flindt and Allanwater Rivers which seem to form the west boundary are, in fact, contained in the park and to include Sassenach Lake and the associated Lake to the north inside the park for watershed purposes;*
- b) interim management guidelines not apply to the park, rather it should become a full-fledged wilderness park by December 31, 1982;*
- c) existing park users be treated according the park phase-in principles outlined in section 2.5.10 of this document.*

2. *That the following candidate nature reserves be approved as parks: Windigo Point (510 ha) and Minnitaki Kames (4,100 ha).*

3. *That the following candidate Park Areas of Interest be approved: Kaneesose Lake (27,450 ha), Kakiwi River (28,950 ha), Wunnummin Hill (47,600 ha), Nango Lake (33,150 ha), Gonyea Lake (35,650 ha), Wharram Lake (60,450 ha), Kishikas Lake (52,300 ha), Foaming Creek (70,100 ha), Bow River (76,850 ha), Fawcett Lake (57,200 ha)*

Whitemud River (55,000 ha), St. Raphael Lake (46,500 ha) and Mix Lake (part, 30,900 ha).

4. That the following candidate waterway parks be approved as parks: Severn River (311,750 ha), Pipestone River North (146,100 ha), Otoskowin-Attawapiskat Rivers (part, 3,400 ha), Albany River (part, 126,650 ha), English River (part, 27,250 ha) and Pipestone River South (80,900 ha, option B).

5. That the Fawn River be designated a waterway park, including the traditional portage route from Severn Lake into Big Trout Lake, for excellent historic and recreational reasons.

6. That the stretch of Winisk River from Wunnummin Lake to Winisk River Waterway Park be designated a Waterway Park so that the Winisk River Waterway Park is continuous from the river headwaters to salt water, thus better meeting waterway park criteria.

7. That current designated canoe routes and any whose designation has been dropped in the past, all continue to have their designation and associated buffer zones, even if it means they are not maintained and that the canoe routes listed in the body of this submission receive designation status.

8. That the historic and petrograph sites listed in the body of this brief be noted and flagged in all appropriate MNR files to ensure their protection in the event of development of the area.

Response To

**MINISTRY OF NATURAL RESOURCES
DISTRICT LAND USE PLAN**

NORTHCENTRAL REGION*



Report Submitted By

PARKS FOR TOMORROW

R.R. 2

Kakabeka Falls, Ontario

POT 1W0

* Sections 3.1, 3.2 and 3.3 (p.74-100) are common to all five districts in the region.

NORTHCENTRAL REGION

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3 COMMENTS ON DISTRICT POLICIES AND OPTIONAL PLANS

3.1 Proposed District Policies

3.1.1 The Public Interest

NWSLUP and the Northwestern Region DLUP's state a policy on administering public lands in the public interest. We regret that this District does not state this policy or any district strategies related to it, for it has implications for the whole DLUP exercise.

There are two key parts to the NWSLUP policy: (1) Crown owned resources belong to all the people of Ontario, and (2) they will be administered in the best interests of all the people of Ontario, including the special interests of the local residents. We learned directly or indirectly in all five MNR district offices that we visited that the special interests of the local residents were the predominant interests. There was little or no indication of interest or responsibility in administering resources "in the best interests of the provincial population as a whole" by the district staffs.

RECOMMENDATIONS

1. *That the Regional Director ensure that district offices know of their greater responsibility to the province as a whole.*

2. *That the District Manager actively assume his/her provincial responsibilities and ensure that this responsibility is known and acted on in the district office.*

3. *That the regional offices of MNR accept responsibility for ensuring that districts demonstrate they are administering resources*

in the best interests of the provincial population as a whole in their final draft DLUP plans, and where the districts do not do this, to rewrite the plans to properly achieve this responsibility.

3.1.2 Environment

The MNR has indeed shown a "long standing concern for the quality of the environment" in certain areas and ways. We commend the MNR for the positive things it has done.

We do have serious concerns about MNR policy implementation. For example, it is difficult to understand the claim that the Endangered Species Act has been implemented when the program is so starved for funds that MNR can barely determine which species are endangered, let alone implement sound protection programs. There is no research into the effects of massive environmental disruptions such as how current logging practices are altering the boreal forests. Are the same species reappearing in the new forests in the same proportions as in the pre-logging forests? There is no real measure of what is being endangered or not endangered.

We question also whether the MNR really does consider all the harmful effects of such programs as its chemical "tending" (herbicide spraying) in forest management. The MNR efforts to be granted wide class exemptions from the Environmental Assessment Act and to avoid public discussion of such programs and exemptions strike us as less than full commitment to the stated environmental objectives.

We endorse the application of the Environmental Assessment Act to all MNR resource management activities. The Government of Ontario and its agencies should demonstrate exemplary environmental concern and management. Exemptions from the full requirements of the Act should never be permitted for novel or major programs or operations such as logging, silvicultural treatment, and forest roads. Unfortunately again, there is no district commitment to the policy in the form of a district strategy.

RECOMMENDATIONS

1. That the MNR District office present a district strategy for "the maintenance and improvement of environmental quality" in its final DLUP proposal.

2. That the MNR, and companies operating under MNR licence, be required to follow the full requirements of the Environmental Assessment Act; and that class exemptions definitely not be sought by MNR nor approved by MOE for forestry operations.

3.1.3 Energy

The MNR strategy of, wherever feasible, not permanently committing lands and waters with significant potential for supplying energy to other uses that would preclude their use for energy production concerns us. Energy self-sufficiency is a very worthwhile objective, but to consider that no peat bog or waterfall in a district can be designated as a Nature Reserve or included in a park because it may have energy potential is weighting "wherever feasible" much too heavily toward supplying energy and away from other equally important values.

RECOMMENDATIONS

1. *That the second part of the District Strategy be amended to read: "In making land and water allocations, suitable priority will be given to energy needs in relation to other land use objectives in a manner that reflects both the importance of the energy supply related to energy needs and the potential of the land and water being considered to meet other land use objectives".*

2. *That the third section of the District Strategy, "wherever feasible, . . . for energy production", be deleted.*

3. *That policies designed to ensure adequate energy supplies in the future not preclude the inclusion of potential energy sources in parks; and that significant and unusual examples of peatlands be set aside now in parks for continuous preservation of this important portion of our natural heritage.*

4. *That assessment of the energy potential of a site take into account the advantages of renewable energy sources and the disadvantages of non-renewable sources such as peat.*

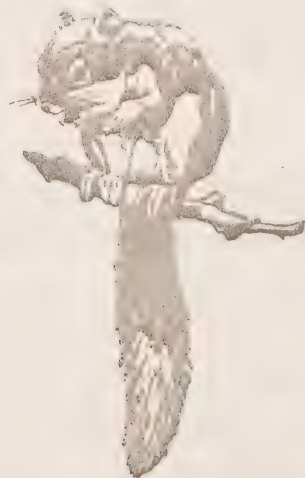
3.1.4 Multiple Use

We sense that many people inside and outside the MNR think of parks as a single use of land. Parks are multiple use areas since "two or more uses are accommodated within the same general area". Nature reserves, the most restrictive park type have at least the following functions in a "particular" area: protection of natural environments, education, and heritage appreciation. Also, nature reserves are only a "particular part" and set of uses in a larger "whole planning area" (NWSLUP, p. 70).

A common perception is that one of the uses in multiple use must be mineral or timber resource extraction. Even large wilderness parks, so wrongly characterized as single use, serve multiple uses: tourist attraction; outdoor recreation of various types: protection of natural, cultural, and recreational environments; heritage appreciation; sport fishing; and protections of wildlife resources.

RECOMMENDATION

1. *That MNR actively promote parks as a fine example of the multiple use of land and water.*



3.1.5 Access Roads

The policy on access roads recognizes the multiple use of these roads for resource extraction, cottaging, outdoor recreation, and the like.

The district manager is required to ensure that all road plans are available for public review and to review pertinent plans with all affected tourist operators and the local NOTO representative. The uses of these roads, however, go well beyond the interests of the timber companies that plan most of them and the local tourist operators. Such uses include convenient connections between communities, the whole range of uses encompassed by outdoor recreation, and access to areas for wilderness travel, sport fishing, and hunting. In addition, there are unknown numbers of environmental effects. We think the MNR should ensure that the proposed construction of access roads be widely advertised and that the location and construction of these roads take into account a wide range of uses and environmental effects.

RECOMMENDATIONS

1. *That the proposal for construction of any access road in the Northwestern Ontario Planning Region be advertised in all local newspapers and that comments on the location, construction, and environmental effects of the roads be solicited. Such advertisements should be well enough in advance of construction target dates that people have ample time to study the issues and reply.*

2. *That copies of such public notices be sent routinely from regional or district offices to any organization or person who asks to be on a roads proposals mailing list.*

3. *That if any organization with interests in outdoor recreation, wildlands, and/or environmental quality appoints a local representative, the District Manager will review proposed roads with that representative on the same basis that proposals are reviewed with a NOTO representative.*

3.1.6 Forest Reserves

The unqualified term "forest reserve" is misleading, as are the qualified terms "enhanced management areas" and "modified management areas". We think the intent of the Ministry to permit cutting in most forest reserves needs to be more clearly indicated by the use of the terms "limited-cut forest reserve" and "no-cut forest reserve" where applicable.

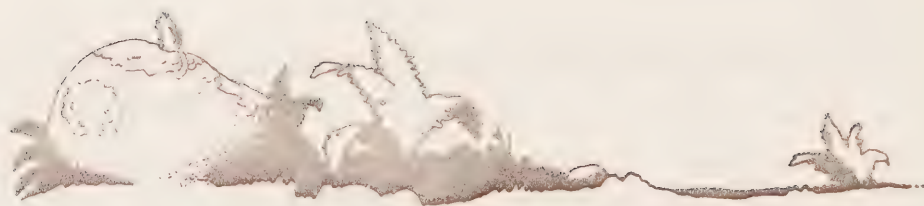
We have observed in extensive travelling throughout Northern Ontario that major roads can be aesthetically more pleasing if there are breaks in the corridor of trees enclosing them. Views along lakes and from the occasional high hill add much interest. We note that some of the expansive views exposed by fire and cutting on Hwy. 105 to Red Lake add interest to the drive that outweighs the less aesthetic aspects of fire and cutting. In addition, travellers past these openings can be informed about fire, cutting, and landscape features, and can see forest regeneration taking place. There would be opportunities for demonstrating successful regeneration after logging and fires, for showing regeneration difficulties, for demonstrating the use of prescribed fires and their value in resource management, for pointing out landscape features like major moraines and drift complexes, and for describing harvesting and silvicultural practices. From such educational efforts could come a better informed public on issues of resource management and more public support for better resource management.

The district's available wood supply would be increased if there were no forest reserves along highways and railways. These additional sources of wood would take some of the pressure for trees off lake trout lakes, reserves near tourist camps, parks, and waterways. Travellers at high speed on highways see less, view less discriminately, interact less intimately with the environment, and are generally attaching less value to their aesthetic experience than are travellers, vacationers, and recreationists on waterways, at tourist camps and parks, and on lakes.

We suspect most travellers would, as we would, accept a less aesthetic experience, if it came to that, along the highways and railways leading to tourist, vacation, and recreation areas to make a more aesthetic experience at the tourist, vacation, and recreations areas to which they were travelling.

RECOMMENDATIONS

1. *That the unqualified term "forest reserve" be replaced by the terms "limited-cut forest reserve" and "no-cut forest reserve" as applicable.*
2. *That the current practice of designating forest reserves along major highways, secondary highways, and railways, be abandoned in some test areas on an experimental basis; that public education opportunities at cutovers, burns, and viewpoints be used; and that public reaction to such experiments be evaluated and published.*



3.1.7 Fire Management

We note that North Central region, its districts, NWSLUP, and the provincial fire policy do not include a key statement found in the Northwestern Region fire management section--"fire management policy will be achieved by: promoting through public education [our emphasis], the utilization of prescribed fire as a technique of fuel management, forest management, and wildlife habitat management". We would add that "park management" should be included in the list. We also recommend that the MNR should be educating the public about "the natural benefits of fire" (Forest Management Policy, p.2) to ensure that the public realizes that fire is not all as bad as the "Smokey the Bear" propaganda suggests.

RECOMMENDATIONS

1. *That Ontario's Forest Fire Management Policy, NWSLUP, and the eleven district plans be modified to read : "the fire management policy will be achieved by promoting through public education, the utilization of prescribed fire as a technique of fuel management, forest management, wildlife habitat management, and park management".*
2. *That MNR educate the public about the natural benefits of fire as well as the less desirable effects.*
3. *That the District embark upon a program for utilizing prescribed burning for achieving certain forestry, wildlife, and land and water objectives, as stated in the policy.*

3.1.8 Forestry

First, we must state our strongly held view about forest management. We find it professionally unethical and socially irresponsible for any forester, company, or government to approve cutting of any stand or part of stand without being nearly certain that the cutover produced can be successfully regenerated to about the same species composition and final stocking of the stand before being cut, or better. We hope most foresters, and industry and government personnel support that view.

We cannot concur with the NWSLUP strategy and similar strategy statements in North Central DLUP's which propose "increasing the presently available forest land base of 12.5 million hectares by reducing the area currently designated as non-operable through technological improvement in harvesting and regeneration and through managing timber reserves". Our concerns are not with this statement alone but have to be seen in context with the fairly standard statement on "non-treatable areas" found in most FMA ground rule sections. That section typically says "A non-treatable area is defined as an area where extremes in topography, shallowness of soils, excessive rock, poor drainage or inaccessibility make it uneconomic or impractical to treat The classification of areas as non-treatable will be by mutual agreement between the Company and the Minister" (Abitibi-Price Spruce River FMA). Since FMA's will eventually cover the majority of northern Ontario's forests, and the increased harvesting of inoperable areas applies to the same forests, the two statements must be interpreted in the same context and together to see how they might and probably will interact.

We have repeatedly tried to get a definition of inoperable areas from MNR employees and have as many definitions as definers. To summarize those definitions, inoperable areas include protection forest, much, if not all protection forest reserve, site class 4, steep slopes, shallow soil sites, excessively (usually over 40 percent) rocky sites, poorly drained sites, and so on. In many instances, if not most instances, the definition of inoperable areas is equivalent to that given in the FMA's for non-treatable areas. In other words, the majority

of the inoperable areas proposed for cutting to increase the land base could very well be, and if funds are in short supply will certainly be, designated non-treatable. Not coincidentally, the regeneration technology doesn't exist for many of these areas; nor do they often satisfactorily regenerate themselves to stands equivalent or better than those cut without treatment. Simply put, cutting stands, declaring them non-treatable and knowing with fair certainty that the subsequent stands will be unsatisfactory or degraded is "cut-and-run", "timber mining", or "pillaging the forest" for short term economic gain and long term economic and social pain. In our view it is also professionally unethical. It certainly will do nothing to polish the already tarnished reputations of foresters and the forest industry-government complex.

The major problem in this is the looseness of the statement on cutting inoperable areas. Were the cutting of any area currently deemed inoperable to depend not only on the technical ability to cut but the absolute requirement that cutting occur only if it is nearly certain the cutover can be regenerated to a stand equal to or better in final stocking and species composition than the cut stand, then we could support the statements.

This is but one small example of how the lack of a strong, comprehensive provincial forest policy statement has led to and can lead to bad forest management. How long can Ontario continue to blunder in a forest policy vacuum knowing that each day of delay in formulating a proper policy is exponentially magnifying long term forest and associated social problems?

The second part of the Regional Policy in forestry refers to the "Ministry of Natural Resources' year 2000 target of wood volume required by the forest industry" [our emphasis]. We have been told that districts don't set out to meet industry "requirements", rather, they try to figure out what the district can supply. However, we see some disturbing indications that districts will place industrial demand for wood well ahead of other considerations, and that wood supplied to

a mill may exceed what the district should prudently try to supply on a true sustained yield basis. We are well aware of tactics that industrial interests will use to obtain wood supplies that prudent forest management would indicate should not be provided. This is often being done at the expense of other land use needs and objectives.

We support the efforts described in the district strategy to improve efficient use of trees, to encourage the use of under-utilized species, and to increase forest yield and regeneration effectiveness. However, we do not support the massive chemical tending (i.e. herbicide spraying) programs envisaged by some MNR and industry foresters. We believe there are alternatives such as much higher stocking levels which cause conifer canopies to close earlier and shade out hardwood species. We see no evidence of widespread use of such approaches but know of some remarkable successes on plantations in northwestern Ontario. This much more closely duplicates natural processes and has been more cost-effective than spraying or manual thinning of hardwoods. All spraying programs must be intensively studied in advance for environmental effects, and must be fully assessed under the Environmental Assessment Act. No type of exemption should apply.

RECOMMENDATIONS

1. *That the second part of the Regional Policy on forestry be amended to read: "To ensure that a continuous supply of wood is available to meet the Ministry of Natural Resources' year 2000 target of wood volume that can prudently be made available to the forest industry on a true sustained yield basis."*

2. *That all spraying programs (herbicidal, pesticidal, or other) be intensively studied in advance for environmental and human effects; and that all such spraying programs must be fully assessed under the Environmental Assessment Act without any form of exemption permitted.*

3. That the cutting of any area currently deemed inoperable be permitted only if it is both technically feasible to cut the area without significant environmental damage and virtually certain that the area can and will be regenerated to a stand equal to or better in final stocking and species composition ^{than} the cut stand.

3.1.9 Mining

3.1.9.1 Metallic and Non-metallic Minerals

We think district strategies to minimize the land withdrawn from staking and to limit withdrawals of land to areas of lowest mineral potential as much as possible put too high a value on mineral values at the expense of other values such as those provided by parks and environmental protection. We are well aware of the importance of the mining industry to Ontario's economy but are equally well aware that there are other important uses of the land. Is Ontario so poor that it cannot afford to set aside in parks some small percentage of the high and medium mineral potential land which also has high park values?

The Terrace Bay DLUP Mining policy section includes a paragraph stating that, "Furthermore, development in areas of high mineralization should not occur without a careful assessment of the costs and benefits of competing uses. Mining developments should be controlled to ensure that the environment is not damaged. Mining or exploration developments should in no way conflict with the specific intent of the zone in which they are situated". These sentences reflect an enlightened attitude and a commitment to the MNR's environmental quality objectives that most district offices are unwilling to make.

3.1.9.2 Mineral Aggregate

We do not accept the unusually severe, conflict-producing strategy statement for aggregate in the North Central Region district plans-- "The objective will be achieved by identifying areas of significant mineral aggregate potential and protecting them from any incompatible uses which would preclude their extraction".

Protecting potential aggregate from any incompatible use such as parks is placing a higher value on aggregate than any other use and far higher value than is warranted in the Region, where aggregate is

generally plentiful. Aggregate deposits and their associated life science features are typical of the area while at the same time being more than interesting enough to warrant protection. This statement should be replaced.

RECOMMENDATION

1. *That policies designed to ensure adequate mineral supplies in the future not preclude the inclusion of potential metallic mineral, aggregate, and peat resources in parks and candidate parks.*

2. *That the statement, "Development in areas of high mineralization should not occur without a careful assessment of the costs and benefits, both monetary and non-monetary, of competing uses. Mining developments should be carefully controlled to ensure that the environment is not damaged. Mining or exploration developments should in no way conflict with the specific intent of the zone in which they are situated", be included in all MNR DLUP mining policy sections.*

3. *That the strategy statement "The objective will be achieved by identifying areas of significant mineral aggregate potential and protecting them from any incompatible uses which would preclude their extraction" be deleted and replaced by a statement that recognizes the general abundance of aggregate in the Region and is considerably more tolerant of the values of other land uses.*

3.1.10 Provincial Parks

3.1.10.1 A Parks System

The park proposals in each of the districts of the North Central Region are the result of an attempt to provide a variety of outdoor recreation opportunities, and to protect provincially significant natural, cultural and recreational environments with a system of parks.

PARKS FOR TOMORROW fully supports both the variety of objectives and the system approach to park planning.

3.1.10.2 Candidate Parks and Interim Management Guidelines

The designation of an area as a "candidate park" or its apparent equivalent "proposed park" does not provide the protection that a park should have. "Park area of interest" provides even less protection as far as we have been able to ascertain. "Park zone" appears to provide about the same protection as candidate park, but of that we are uncertain. Regardless of the term used, none of these designations provides the protection that a "park" receives and none of them provides any assurance of eventual designation as a park.

Interim management guidelines commonly will permit mineral exploration and may permit timber extraction, all without any public information or participation. We will not be able to judge whether the interim management plans will protect a park's values. They almost certainly will not do that as well as permanent park designation and management with a good master plan. We have discovered that in a distressingly large number of cases district staffs do not know much about the basic values of proposed parks; they do not know what they are supposed to protect. How can they protect the general values which they don't understand or appreciate? How can anyone protect particular features which are not even inventoried and therefore are unknown? The tentativeness of the various designations and the inadequateness of interim management guidelines are unacceptable.

We were told that the SLUP-DLUP process would be finished at the end of this year. Now it appears that the decision-making may take twenty years as each candidate park is argued over. The candidate/proposed parks will be continually vulnerable to exploitation pressure. No other land use will be left in such a tentative and vulnerable position when the final district land use plans are approved. The inequitable treatment accorded parks will seemingly go on indefinitely. We find that unacceptable.

3.1.10.3 Park Legislation

Present practice is to establish parks by Order-in-Council. We believe that this does not sufficiently ensure the integrity of established parks. Parks should be established and protected by Acts of the Legislature.

RECOMMENDATIONS

1. *That the system approach to park planning be promoted more forcefully at the district level.*
2. *That the implementation of the system approach to park planning by provincial and regional officials ensure that the districts assume "ownership" of it. In particular, district staffs should recognize that for parks at least, provincially and regionally based considerations, roles, and responsibilities have precedence over district ones.*
3. *That provincial parks policy be amended to permit parks to be established without the consequent requirement of immediate master planning and development, but with full park protection. (see also our comments in the "Blue Book" section on phasing in new parks)*
4. *That all provincial parks be established and protected by Acts of the Legislature and not by Orders-in-Council.*

3.1.11 Wildlife

Rare and Endangered Species and Non-Game Species

The MNR policies and practices should recognize that the best way of "perpetuating a variety of wildlife habitat types" is in large, wild parks where natural cycles and forces work with minimal intervention by man. Despite the efforts of even the best intentioned forest manager, timber cutting as it is currently practised is to a large extent incompatible with perpetuating the habitats of rare, endangered, and habitat-sensitive species. Also, the simple protection of specific nesting territories of such species, while admirable, is not sufficient to ensure good species survival. For example, the effects of spraying herbicides and pesticides are quite widespread. Protecting small nesting territories from these effects is difficult if not impossible.

RECOMMENDATION

1. *That the first district strategy be amended to read, "Perpetuating a variety of wildlife habitat types and age classes of forest through the forest management process and through the establishment of large wilderness parks, large wilderness zones, and large nature reserves."*

3.1.12 Sport Fishing

There is remarkably little detail in the DLUP on sport fishing considering its tourism and recreational importance, and considering the management problems it presents. While we have a number of concerns about sport fishing and fish in general, we direct our remarks in this section to lake trout.

We think one of the key issues for the maintenance, protection, and enhancement of lake trout populations will be acid rain effects on lakes. Acid rain, though limited now in the district, could increase and seriously reduce the number of lakes able to support lake trout populations. Special effort should be made to identify and protect lake trout lakes that are chemically well buffered from the effects of acid rain. A paragraph in the environment section indicates that this type of work is started. Our plea is that something be done with the information.

The extirpation of lake trout and perhaps other fish species in Ontario seems likely. The MNR has recorded the decline of one fishery after another in the past. For lake trout, extirpation is nearly assured by any single factor among these: winter fishing, overfishing due to increased road access, acid rain, and eutrophication from a number of sources. Extirpation seems certain whenever two or more of these factors act together. Our lack of faith in lake trout's future, in large part rests with MNR's unwillingness to vigorously tackle an obvious winter overfishing problem throughout much of the Northwestern Planning Region. As of this writing, talk is still all we have on the subject in most places.

In the long term, acid rain is probably the more serious threat. In Alberta we are aware of three new coal fired generating plants coming soon, the new Syncrude plant, and more synthetic crude plants to come. In Saskatchewan there are two new coal fired plants coming soon. We have unconfirmed reports of new plants in the Dakotas and,

of course, two new coal fired plants in northwestern Ontario at Thunder Bay and Atikokan.

We welcome the acid rain work done so far but regret that no district strategy is presented for protecting the lake trout populations of the region. What can be done if a serious acid rain develops in the district? The answer at this stage would seem to be "Nothing". We think some "insurance" is possible, if steps are taken now.

We suggest that each district determine the chemical (pH) buffering capacity of its lakes and rank them from highest to lowest. The information is probably already available from existing lake surveys. Two oligotrophic and two mesotrophic (warm water) lakes which have the best buffering capacity in the district and which are representative of fish populations in the area should be identified. The oligotrophic lakes should both contain lake trout, while the warm water lakes should contain at least walleye and pike, but in either case, the combination of high buffering capacity and widely representative fish populations is the key. One each of the warm and cold water lakes should be about 50-100 ha in size and the other of each of the pairs 5-10 times that area.

We propose that these lakes be set aside as fish sanctuaries now, with no fishing in them. The purpose of this is to avoid the following scenario should acid rain develop as a threat. MNR monitors acid rain and finds a problem developing but recognizes nothing can be done. As the severity of the problem increases and fishermen switch their efforts to the remaining good fishing lakes, the well buffered ones, MNR's ability to react in the face of mounting fishing and political pressures will be limited at best. The buffered or survivable lakes are then extinguished by overfishing. However, if four lakes per district are already set aside, the MNR may well be able to resist the pressure to open them. They will become known as the "insurance" lakes which are preserving species for restocking once solutions to acid rain problems are found. They can be promoted now as survivable gene pools

for the future, and as naturally evolving "bench marks" and study areas against which we can measure our management efforts in fished lakes. Conflicts would be reduced, even eliminated, if appropriate lakes could be found within parks.

RECOMMENDATIONS

1. *That there be an additional district strategy for lake trout, namely, identifying and specially protecting lakes that are chemically well buffered from the effects of acid rain. This strategy would include the following features:*

- (a) that the MNR rank its district lakes by chemical buffering capacity, degree of trophism, diversity of species, and representativeness of the species with respect to district fish populations;*
- (b) that two lakes, one oligotrophic and one mesotrophic, 50-100 ha in area and two similar lakes 5-10 times that area be selected which have the best possible combination of: (i) high chemical buffering capacity for the district; (ii) representative and diverse fish communities for the district; and (iii) relative inaccessability due to either natural geographic barriers or park protection;*
- (c) that these lakes be set aside as fish sanctuaries with no fishing in them under the Fisheries Act; and*
- (d) that the concept of these fish sanctuaries be explained and presented to the public so that they may understand and support them.*

2. *That any large SO₂ sources within the District be required to have the best available technology for controlling emissions.*

3.2 Anti-Park/Pro-Exploitation Bias

We find throughout the DLUP's a pronounced weighting of values toward resource exploitation. Greater exploitation "needs" in the future are regularly anticipated, while there is rarely, if ever, any similar anticipation of greater need for the so-called amenities, particularly in the form of parks. Provision is made for increased metallic mineral, aggregate, and peat extraction, for much greater hunting "harvests", and for higher rates of timber extraction where possible. For parks however, day-use and car camping targets are set at usage rates for 1976.

Even the optional plans most favourable to parks heavily favour resource extraction over parks. Table 1 puts together some data for each of the six districts in the Northwestern Region. We think similar data for the North Central Region would show similar patterns. The table shows how little parks receive relative to the resource industries. In the other so-called "compromise" plans there are, of course, even fewer resources dedicated to parks and other "amenities". In the worst compromise plans park proposals are slashed. One notes also in Table 1 that fires account for 3.5-11.1 times the wood volume that parks would account for. Why does MNR denigrate parks? We submit, that in real terms and in relative terms, the opposition and alarm from forest industry executives with respect to parks is unwarranted: the Ministry of Natural Resources more than generously looks after the interests of the forest and mining industries. It should do more to look after the interests of the people of Ontario.

Throughout the DLUP's the so-called compromises rarely favour good park values over good resource values.

We note also that option summaries in the DLUP's describing impacts of other programs only occasionally describe the activities of the forest and mining industries as "impacting" on other programs. That is strange. The timber harvesting industry in particular affects such

Table 1

Statistics to show the *Great Areas Open to Mineral Exploitation* (c) and (d), the *Small Area of Proposed Parks* (e), the *Great Volumes of Wood Available to the Forest Industries* (g), and the *Small Volume of Wood Within Parks* relative to both the Volumes Consumed by the Forest Industries (g) and (i) and by Forest Fires (h) and (j) in the optional plan most favourable to parks in each of the six districts of the Northwestern Region.

	Fort Frances	Kenora	Dryden	Red Lake	Sioux Lookout	Ignace
(a) most favourable "parks" option	B	B	A	A	A	A
(b) area of district (ha)	1,205,900	1,683,600	1,153,600	6,420,500	11,209,800	1,150,00
(c) % of district open to mineral exploration	99%	94%	99%	99%	99%	99%
(d) % of district open to mineral extraction	<u>98%</u>	<u>94%</u>	<u>95%</u>	<u>99%</u>	<u>99%</u>	<u>94%</u>
(e) area in proposed parks (ha)	26,092	90,500	54,285	1,194,600	1,114,660	70,309
(% of district)	<u>2.2%</u>	<u>5.4%</u>	<u>4.7%</u>	<u>18.6%</u>	<u>9.9%</u>	<u>6.1%</u>
(f) total annual wood volume available (NMm ³)	587,000	573,000	669,500	1,139,500	2,124,400	909,000
(g) annual wood vol. available to industry (NMm ³)	499,878	413,200	626,944	1,010,200	1,837,700	796,712
(% of total)	<u>85.2%</u>	<u>72.1%</u>	<u>93.6%</u>	<u>88.6%</u>	<u>86.5%</u>	<u>87.6%</u>
(h) annual wood vol. burned in fires (NMm ³)	52,040	300,800	283,925	906,000	1,228,700	338,208
(i) annual wood vol. in parks (NMm ³)	14,140	115,400*	25,658	100,800	195,300	73,558
(% of total)	<u>2.4%</u>	20.0% *	<u>3.8%</u>	<u>8.8%</u>	<u>9.2%</u>	<u>8.1%</u>
(j) vol. burned ÷ vol. in parks	3.6	2.6 *	11.1	9.0	6.3	4.6

Sources: Background Information (Land and Water Area) and DLUP's (Summary Table for most favourable option, and comments on the option)

* These numbers are anomalous and appear to be incorrect.

programs as cottaging, waterway recreation, hunting, trapping, sport fishing, and parks. Why is there no mention of the many park proposals that have been dropped in the sifting out process because it was thought the timber industry needed the wood or the mining industry needed the land? Why are the reduced boundaries of parks not attributed to the impact of the forest industry on a park? Why are the proposals to log in candidate parks during interim management periods not called impacts of the forest industry on those candidate parks? Why are the no-hunting zones around active cutting areas not shown as affecting the number of animals that might not be available for "harvest", as is done for parks? Why are the negative effects of logging roads on streams and fish habitats and spawning areas not shown? Why, in short, is MNR so willing to attribute so many negative impacts to the parks program and so reluctant to attribute any negative impacts to the mining and timber exploitation programs?

The treatment of candidate parks further illustrates the bias. In candidate parks interim management guidelines could allow resource exploration and extraction. Candidate parks may be modified or withdrawn if the Minister decides that a mineral resource should be extracted. There is not even a requirement to provide a comparable park in the vicinity to compensate for such a loss. Nowhere do we read of decisions on a potential resource extraction site being deferred while amenity and park values are being evaluated. Park decisions are tentative; resource decisions are not.

In general, therefore, the land use policies and optional plans reflect the fact that the Ministry of Natural Resources is only peripherally a provider of amenities for people. Intentionally or not, attitudes and decision-making in MNR generally demonstrate an anti-park/pro-exploitation bias. We strongly object to this. Parks are as legitimate and necessary a land use as exploitation and should be treated on an equal basis with it.

RECOMMENDATIONS

1. *That, within the District, initiatives be undertaken to establish significantly greater recognition of the values of, and need for, providing social amenities in general and parks in particular.*

2. *That the anti-park/pro-exploitation bias be recognized for what it is; and that the policies and practices of MNR be changed to eliminate the bias so that the parks program is treated on the same bases as the resource exploitation programs.*

3. *That in the final DLUP proposals from the District and in any proposals prepared by the Regional Office, the true impact of resource extraction programs, particularly the timber program, on other programs be clearly stated.*

4. *That any modification or withdrawal of a candidate park be compensated for by the addition of a comparable area or park in the same vicinity.*

3.3 Misleading Targets

The bias referred to above shows up in the setting of targets. For timber, the "targets represent the total annual available wood supply" [our emphasis]. Since this is all the available wood in the District, we find it difficult to believe that any initial single factor target for timber was ever adjusted downward "in order to reflect more accurately the district's capability". Similarly, the targets for hunting are generally set at the maximum annual harvest levels. On the other hand, targets for provincial parks clearly have several times been lowered and compromised to "reflect more accurately the district's capability" and internal MNR pressures. Thus the target for nature reserves is not "all available nature reserve sites" but is a small set of nature reserve sites that have survived an extensive sifting process. Similarly the target for waterway parks is not "all available waterways". Had those been the targets, then the comparisons of target achievements would have been much fairer.

The consequence of such inequitable target setting is that, in relative terms, timber target achievements appear to be much worse than they really are and parks target achievements appear to be much better than they really are.

RECOMMENDATION

1. *That in evaluating target achievement, it be recognized, taken into account, and publicly stated, that the targets for timber extraction and parks are biased in such a way that timber extraction target achievement percents will appear relatively worse and park target achievement percents will appear relatively better than they would be if the targets had been set equitably.*

Response To

MINISTRY OF NATURAL RESOURCES

DISTRICT LAND USE PLAN

GERALDTON DISTRICT



Report Submitted By

PARKS FOR TOMORROW

R.R. 2

Kakabeka Falls, Ontario

POT 1W0

GERALDTON DISTRICT

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3.4 Optional Land Use Plans: GERALDTON

3.4.1 Introduction

PARKS FOR TOMORROW believes that parks are an important land use that should be a significant part of the final District Plan. The candidate parks proposed for this District are the result of an extensive sifting process involving many compromises. Further compromises, if required, should come from the resource extraction targets, which have not gone through a similar compromising and sifting out process. Thus, the parks components of Options 3 and 4 are not acceptable.

The parks component of Option 1 is better than that of Option 2 because it includes the Regional Parks System Plan preferred by the MNR, including the better of the Albany River Waterway Park options.

We think the preferred parks system plan better represents the District's landscape units and generally support the MNR in its choice. We have some concerns about the plan nevertheless, and address these.

3.4.2 Specific Issues

3.4.2.1 Klotz Lake Provincial Park

The MNR proposes closing and rescinding this recreation park. District staff advise us that lack of operating funds was the main reason for the rescindment. We find that decision unwise. Although not heavily used, the park is strategically located on a nice lake on the long unpopulated stretch of highway between Longlac and Hearst. It fits between Macleod Park at Geraldton and Fushimi Lake Park just west of Hearst.

We believe, after talking to District staff, that the park could operate with a two or even 1.5 person staff, with temporary staff

brought in when needed for special tasks. Thus salaries could be reduced by at least a third. It is farcical that a fine small amenity like Klotz Lake Park should be closed for lack of funds when forest fire fighting squanders millions annually on futile efforts, with people sitting in the bush at the site of fires collecting overtime and waiting for the rain that will eventually put the fire out.

If it is absolutely necessary to close this park, it should be mothballed and closed but not rescinded. We oppose closing it.

3.4.2.2 Poor Representation of Natural and Historical Features

We are dumbfounded that the huge area of Geraldton District south of the Albany has only two proposed parks--Poilu-Upper Twin Lakes and the Little Current or the Drowning Rivers. An area that large has important features worthy of nature reserve representation. Three nature reserves--Springwater, Kawabatongog, and Lindsley--have already been dropped because of cutting. We are shocked that the District would drop the only surviving nature reserve--Poilu-Twin Lakes--in its preferred option 4. We can only interpret that as the grossest anti-park bias. We are left wondering what the role of Kimberly-Clark and Timber Branch is in this decision.

Why, also, when Springwater, Kawabatongog, and Lindsley Lake Nature Reserves were dropped didn't the District and Regional personnel immediately work together to identify and substitute alternatives?

Similar comments apply to the absence of any historical parks in the District. The District office displays artifacts from the Longlac Hudson's Bay Post and Indian artifacts from the district. A number of important prehistoric travel routes are in the District. There are excellent opportunities to protect representative and significant landscape related historical themes; at least one should have been proposed.

3.4.2.3 No Natural Environment Parks

Although the protection component associated with this class of park can be achieved through other classes of parks and zones, a number of the uses of a natural environment park cannot. High quality recreational and educational experiences and back-country travel for example cannot be achieved in a nature reserve.

The class target is one natural environment park in each site district. Geraldton District proposes no natural environment parks and proposes little in the way of adequate alternatives. There are parts of seven site districts in the District. In the south 3W-1 and 3W-4 do not have a natural environment park or large alternative park or zone in them. Geraldton is in a good position to provide those parks. It doesn't, although Poilu-Upper Twin Lakes Nature Reserve would provide a protection component for the transition from 3W-1 to 3W-4. Its special landscape features may not be generally representative of the central parts of either 3W-1 or 3W-4. We wonder then if the proposals to rescind the Esnagami Lake Natural Environment Park Reserve in 3W-1 and the Lukinto Lake Natural Environment Park Reserve in 3W-4 are entirely justified.

3.4.3 Acceptable Park Proposals

We support the establishment of the following new parks: Winisk River Waterway Park (revised and expanded, part, 184,800 ha), Albany River Waterway Park (part, 315,477 ha), Otokwin-Attawapiskat River Waterway Park (part, 69,542 ha), Steel River Waterway Park (part, 2,806 ha), Little Current River Waterway Park (part, 11,960 ha), Poilu-Upper Twin Lakes Nature Reserve (11,358 ha), and Obashi Lake Nature Reserve (63,405 ha).

We support the retention of Macleod Recreation Park (74 ha).

Our support for these parks assumes that the boundaries and areas

will remain as proposed unless modifications are made to enlarge, or improve the quality of, a candidate park.

3.4.4 Comments Related to Option 4

3.4.4.1 Albany River Waterway Park

The reduction of this waterway park to 30% of the area in Option 1 changes it from a park that protects special earth and life science features, provides representation of landscape units, and provides back-country recreational opportunities to a narrow canoeing corridor. A special management zone does not properly protect environmental and recreational values. Landscape representation would be lost. The possible gain in other values such as timber harvesting is too high a price to pay for loss of the many special values of the larger waterway park. While wood may be obtained elsewhere, the special features of the Albany River cannot.

3.4.4.2 Poilu-Upper Twin Lakes Nature Reserve

The District is prepared to drop this proposed park in order to harvest more timber. The earth science check sheets recommend this candidate very highly. It contains a number of interesting features representing "the major Nakina ice-halt position during the Temiskaming Interstadial ice recession", and "represents these diverse but closely inter-related features within a relatively small area". The candidate nature reserve is smaller (11,538 ha) than the 14,000 ha the check sheets advise, although the small scale maps in the DLUP make comparisons difficult. This candidate nature reserve that "goes a long way to incorporate most features of the Nakina phase of the ice recession" (check sheets) should not be sacrificed for the short-term value of its trees. Timber extraction would damage these earth science values as well as their associated life science values.

3.4.4.3 Timber Withdrawals from Dusey and Little Current CMU's

Substantial portions of these CMUs are assigned to recreation with lesser emphasis on extraction. The area is not a good recreation or timber harvesting area. It is somewhat misleading to present the areas as primarily recreation areas. We propose that some timber in these CMUs be assigned to compensate for the timber in the Poilu-Upper Twin Lakes Nature Reserve and in the Albany River Waterway Park.

3.4.5 Candidate Parks, Park Areas of Interest, and Interim Guidelines

We have a number of concerns about interim management guidelines and their application to candidate parks, including "park areas of interest". Please refer to section 2.4 Interim Management Guidelines for our discussion of the issues and recommendations.

3.4.6 Whitewater-Ogoki-Witchwood-Attwood Designated Canoe Route

The traditional native canoe route from the Albany River to the Nipigon country was up the Attwood River, down the Witchwood to the Ogoki River whence a number of routes lead to the Nipigon country, including one via Whitewater Lake and another via the Pikitigushi River.

This route via Whitewater Lake was rated in the provincial waterway evaluation as route NC-3. It scored 35 of 35 for its recreational qualities, outstanding in anyone's book. It was given a mere 8 out of 20 for its historical significance, a score either given in ignorance or in error. It should be at least 15! At the time of the study the river was not threatened so it was given an endangerment score of 2 out of 10. Now logging plans are developing for the area. Its endangerment score is quickly going to rise to 7 out of 10. It was given a supply score of 0, when it should have at least 2, and that will be higher when a Fort Hope road is completed.

In short, if this river was being scored today based on what is

known and planned for the area its score would be at least 82, perhaps 85, instead of the 68 it was given. That would put it in the top twenty rivers in Ontario, make it a certain candidate and almost ensure its designation as a waterway park.

The very least this waterway deserves at this time is designation as an authorized canoe route from the Ogoki-Albany Park boundary on Whitewater Lake, down the Ogoki, up the Witchwood and down the Attwood. Bridging of the system by logging roads should treat it as though it were a waterway park.

RECOMMENDATIONS

1. *That the candidate Winisk River (revised and expanded, part, 184,800 ha), Albany River (part, 315,477 ha), Otoskwin-Attawapiskat River (part, 69,542 ha), Steel River (part, 2,806 ha) and Little Current River (part, 11,960 ha) Waterway Parks be approved.*
2. *That the candidate Poilu-Upper Twin Lakes Nature Reserve (11,358 ha) be approved.*
3. *That the candidate Obashi Lake Nature Reserve park area of interest (63,405 ha) be approved.*
4. *That retention of Macleod Recreation Park be approved.*
5. *That Klotz Lake Park be retained.*
6. *That areas suitable for nature reserves and historical parks in the part of the District south of the Albany River be located and proposed as candidates as soon as possible.*
7. *That Lukinto Lake and Esnagami Lake natural environment park reserves not be rescinded and that Springwater, Kawabatongog, and Lindsley Lake candidate nature reserves be reinstated until these areas*

can be enlarged, have their boundaries changed to make them acceptable parks, or be replaced with comparable satisfactory alternates.

8. *That the Whitewater Lake-Ogoki River-Witchwood River-Attwood River waterway be given canoe designation by MNR Nipigon and Geraldton Districts.*

9. *That the stretch of Winisk River from Wunnummin Lake to Winisk River Waterway Park be designated a Waterway Park so that the Winisk River Waterway Park is continuous from the river headwaters to salt water, thus better meeting waterway park criteria.*



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MANITOBA GOVERNMENT
RD 10117
WINNIPEG, ONT. R3Y 1G0

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Rec'd 30 Nov. 1982

I

The subject of my brief is a direct road link from the Red Lake area to Winnipeg. At present we have to travel via highway 105 to Vermillion Bay and highway 17 via Kenora to Winnipeg. for a total distance for a return trip of 960 km.

The new road would lead from here to Werner Lake and would then connect to the Manitoba highway system via Lac Du Bonnet to Winnipeg. This would reduce the distance to 640 km, which means it would be shorter by 320 km for a return trip, translated into traveling time, this saves four hours and the gasoline consumption will be about 50 litres less for an average car. In other words a return trip could be made easily ~~made~~ in one day which is very essential especially for the local business people. It should be noted that there is only one flight a day to Winnipeg, that excludes even Wednesday, and if you have to take a bus then you can leave only in the afternoon and arrive in Winnipeg at the same night, and you can leave only in the morning to be here in the early afternoon, this takes about three days of your time. Some people are concerned this could hurt local business but if this were the case there would be no business viable in Kenora or any city close to a big centre, for example around Toronto.

~~This would affect a~~

II

This road would be beneficial to a population of nearly 10,000 according to "West Patricia Land Use Plan, Background Information". That includes Ear Falls and several northern settlements which can be reached only by air for now, but they receive their supplies mainly from Red Lake. Therefore this shortened road link would also reduce their freight costs.

Besides this a large area of unpolluted lakes north of the English River system could be opened up for tourists especially for those from Winnipeg as an additional outlet to the overcrowded Whiteshell recreation area. Also interprovincial sport events could be held more frequently due to less travel time and costs.

To demonstrate the need of this road link the Chamber of Commerce of Red Lake in conjunction with the Chamber of Lac Du Bonnet had last March a snowmobile cavalcade to the western border of our province via Werner Lake, Manitoba highway 315 to Lac Du Bonnet, through 100 km of ~~un-~~ ~~touch~~ touched wilderness. The Manitoba Minister of Highways, the Hon. Sam Uskiw was present at the reception and he promised that the Manitoba portion of the proposed highway would be paved as soon as the Ontario part is constructed. As recent as last 2nd November Mr. Uskiw was at Queens Park and discussed this matter with Ontario authorities. This shows very clearly that the interest in such a road link is very present on the Manitoba side.

III

Part of the proposed road could be the already existing all weather Longlegged road which leads from highway 105 South of Earfalls to the West. Boise Cascade has planned a lumber road from Kenora via Grassy Narrows to the Longlegged road and the Ministry of Natural Resources has proposed several alternative locations for this road. This could be then partly used for the highway link to Manitoba. The distance from the furthest Western road proposal is only 27 km. to the Werner Lake road which would have to be upgraded.

At present the the unconstructed distance from the Dixi Lake road which is a lumber road South of Red Lake, to the Longlegged road is only 5 km. This link could be used temporarily until a connection is built from highway 618 to Longlegged road, which could be used as a fire escape for the Red Lake people. The last forest fire in 1980 cost a tremendous amount of taxpayer's money for the transportation of the residents who had to be airlifted both ways. I am sure quite a few miles of a long lasting highway could have been built for this money.

It should be noted that the Sioux Lookout area with about the same number of people has three road and three railway outlets, to the East, South-East and West while Red Lake has only one road to the South, highway 105.

After careful examination of the Ministry's of Natural Resources "Proposed Policy and Optional Plans of West Patricia and Kenora Districts" it was found that this proposal

IV

does not contravene with the Ministry's view on road building in the area in question. The environment would not be affected any more than any other road construction would do. Also the existing tourist operators in this area would not be affected.

The proposal for this road link was made already in 1944 and has been repeated since a few times. This would also be a money saver for secondary industry and for expansion of existing industry. The lower the cost the more viable is an industry, of course. And in our area we surely need more industry to create more jobs. The road construction itself creates, also badly needed jobs, needed

Many roads have been built lately in North Western Ontario, for example the Dryden-Fort Frances highway 812 with a total length of about 150 km. The additional road construction for our highway link to Winnipeg would need only 60 km. There should be no valid reason that

the Red Lake residents should not have a direct road link to Winnipeg, especially if it serves as a fire escape.

Now I explain the proposed road on the map. As stated before the location of the actual highway will depend on the agreement between the Ontario Government with Boise Cascade concerning the location of their lumber road. A link only to Kenora would shorten the distance by apprx. 30km which would not warrant a new highway for us.

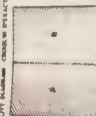
Long Legged Rd.
54 miles long
branches off of Manitoba
Falls Rd (S of Ear Falls)
Class 1 Road (all weather)

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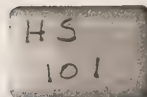
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POINTE DU BOIS
ONTARIO - MANITOBA

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Rec'd Nov. 30/82



THE RED LAKE FLY-IN FISHING INDUSTRY

AND

THE WEST PATRICIA LAND USE PLAN

A BRIEF

SUBMITTED TO

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

PUBLIC HEARINGS

NOVEMBER 30, 1982

BY THE

RED LAKE DISTRICT CHAMBER OF COMMERCE

RED LAKE DISTRICT CHAMBER OF COMMERCE
BRIEF TO THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT
PUBLIC HEARINGS
THE RED LAKE FLY-IN FISHING INDUSTRY
AND
THE WEST PATRICIA LAND USE PLAN

It is the understanding of the Red Lake District Chamber of Commerce that The Royal Commission On The Northern Environment has been charged with the responsibility of recommending to the Government of Ontario the direction in which future development north of the 49th parallel should occur. It is also our understanding that these Hearings are established as a forum for the citizens of the north to make their recommendations to the Commissioner in order that he may assess the recommendations and perhaps include them with those which he makes to the Government of Ontario.

The Red Lake District Chamber of Commerce Brief will centre on the FLY-IN FISHING INDUSTRY as it is established and carried on in the Red Lake area.

Our concern with the continued existence of the RED LAKE FLY-IN FISHING INDUSTRY came about due in large part to the deficiencies of the WEST PATRICIA LAND USE PLAN. In reviewing the West Patricia Land Use Plan it quickly became obvious to us that although seven years of study had gone into the Plan nowhere did the Plan recognize the existence and the Economic benefits of the Fly-In Fishing Industry. It is the feeling of the Chamber of Commerce that this Industry is unique in this area and perhaps unique in Ontario. This is one of the few areas of Ontario which provides a Fly-In Fishing Experience which is so close to the major markets of Chicago, Milwaukee, Minneapolis, etc.

This area is within one day's travel of many of the major American cities and in fact within one day's travel of many of the major European cities. It is possible for example, to bring Sports Fishermen from as far away as Dallas, Tampa, Atlanta, Amsterdam, into Winnipeg, Winnipeg to Red Lake and Red Lake into a Fly-In Fishing Lodge all in the same day. This becomes a critical factor when the Camp Owner is attempting to sell a WILDERNESS FISHING EXPERIENCE in the very competitive marketplace, which he faces at the Chicago Sport Show, the Dallas Sport Show or the Minneapolis Sport Show.

This Brief will establish the background of the FLY-IN FISHING INDUSTRY. It will show how the WEST PATRICIA LAND USE PLAN fails to take into account the benefits of the Industry and then it will present recommendations as to HOW this Industry can be protected while at the same time allowing for other Industries to continue using the forests of our area in other ways.

RED LAKE DISTRICT CHAMBER OF COMMERCE

AD HOC COMMITTEE ON

RED LAKE FLY IN FISHING INDUSTRY

P.J. Sayeau Co-Chairmen
W.D. Halligan

THE RED LAKE DISTRICT CHAMBER OF COMMERCE ACKNOWLEDGES THE FINANCIAL
AND MORAL SUPPORT AND THE CONTINUED SERIOUS CONCERN OF THE FOLLOWING:

1. Red Lake District Chamber of Commerce	Red Lake
2. Sandy Beach Lodge	Trout Lake
3. Howey Bay Camp	Little Vermillion Lake
4. Canadian Fly-In Fishing	Red Lake
5. Sportsman's Lodge	Little Vermillion Lake
6. Green Airways	Red Lake
7. Ontario Central Airways	Red Lake
8. Sabourin Airlines	Cochénour
9. Perimeter Airlines	Cochénour
10. Kutcher Marine	Red Lake
11. Red Lake Travel Service	Red Lake
12. Cat Island Lodge	Trout Lake
13. Ray Davis Realty	Red Lake
14. McLoed Transportation	Red Lake
15. Balmer Motor Hotel	Balmertown
16. Booi's Wilderness Camp	Trout Lake
17. Howey Bay Motel	Red Lake
18. Red Lake Inn	Red Lake
19. Red Dog Inn	Red Lake
20. Trout Lake Lodge	Trout Lake

21.	MacLeods IGA	Red Lake
22.	The Codville Co.	Red Lake
23.	West End Groceries	Red Lake
24.	Birch Point Camp	Nungesser Lake
25.	J & M Service	Red Lake
26.	North American Lumber Limited	Red Lake
27.	Chieftain Hardware	Red Lake
28.	Nungesser Lake Lodge	Nungesser Lake
29.	New Bayview Esso Service	Red Lake
30.	Imperial Oil Bulk Station	Red Lake
31.	Goose Bay Camp	Nungesser Lake
32.	Try-Smith Supply	Red Lake
33.	Township of Red Lake	Red Lake

BACKGROUND - GENERAL

The Ministry of Natural Resources has presented a number of background papers to the Strategic Land Use Planning Process. Upon review of these documents the Red Lake District Chamber of Commerce detected serious deficiencies which have a potentially disastrous effect on the economic viability of the local community.

The most serious deficiency is the FAILURE OF ALL BACKGROUND documents to recognize the EXISTENCE OF THE RED LAKE FLY-IN FISHING INDUSTRY.

As a result of the failure to recognize this industry the Strategic Land Use Plan does not recognize or provide for the Land Needs of this unique industry.

In an effort to document and articulate these land use needs the Red Lake District Chamber of Commerce appointed an Ad Hoc Committee "TO LOBBY AND SECURE THE PRESERVATION AND CONTINUED EXISTENCE of the Fly-In Tourist Industry on Major Isolated Lakes."

The Ad Hoc Committee Moved Immediately to solicit local financial support for the work of the committee.

The committee felt that the degree of financial support would be an indication of local support and concern for the issue to be addressed.

To date a total of \$5,000 has been raised for the work of the committee. These funds have come from Business and Citizens alike and indicate an overwhelming support for the Issues raised herein.

THE RED LAKE FLY-IN FISHING INDUSTRY IS WIDELY RECOGNIZED FOR IT'S SIGNIFICANT ECONOMIC IMPACT ON THE RED LAKE COMMUNITY.

The continued uniqueness and long term survival of the Industry must be recognized and protected in the Strategic Land Use Plan.

BACKGROUND - SPECIFIC

After several meetings the committee in an effort to articulate the concerns of the Chamber and the supporting parties decided to focus on the Fly-In Fishing Industry as represented by three major lakes; Nungesser Lake, Little Vermillion Lake and Trout Lake.

These lakes are not meant to be restrictive representatives of the Fly-In Fishing Industry, Rather they are the lakes where the Industry is presently most seriously threatened by conflicting land uses.

These lakes support a total of seven major lodges and three
 outpost camps providing a total of 345 beds per night during the
 90 day summer fishing season (May 25th - September 11th).

Four of these lodges offer American Plan Accomodation and
 three offer Housekeeping Plans on a daily basis.

	<u>Occupancy</u>	<u>Canadian \$ Per Night</u>
Sandy Beach Lodge	35	125.00 American Plan
Trout Lake Lodge	30	125.00 American Plan
Booi's Wilderness CAmP	40	60.00 Housekeeping Plan
Cat Island Lodge	35	125.00 American Plan
Green's Birch Point Camp	80	125.00 Housekeeping Plan with meals
Nungesser Lake Lodge	45	60.00 Housekeeping Plan
Sportsman's Lodge	40	120.00 American Plan
Howey Bay Camp Outpost	10	10.00 Housekeeping Plan
Goose Lake Camp Outpost	20	10.00 Housekeeping Plan
Green's Fly-In Camps	10	50.00 Housekeeping Plan
<hr/>		
TOTAL BEDS PER NIGHT	345	

ECONOMIC IMPACT OF THE RED LAKE FLY-IN FISHING INDUSTRY

The Firm R.V. Anderson and Associates was engaged to measure the Economic Impact of the Fly-In Fishing Industry of these lakes on the Local Community.

The table below indicates the Economic Importance of the Industry to the Red Lake Area of the Seven Lodges and Three Camps on Trout Lake, Nungesser Lake and Little Vermillion Lake.

Market Value of Investment	\$3.5 Million
Gross Revenues Per Season	\$2.5-2.8 Million
Expenditures in Red Lake Economic Area	\$1.8 Million
Wages Paid Per Season	\$400,000
No. Employees at Peak Season	120
Total Estimated Nightly Capacity	345
Total Seasonal Guest Nights	40,000
Total Estimated Gross Revenues To All Sectors of Economy	\$3.125 Million

SEE APPENDIX A

LAND USE NEEDS OF THE RED LAKE FLY-IN FISHING INDUSTRY

The Red Lake Fly-In Fishing Industry on Little Vermillion, Angesser and Trout Lake has unique land use needs.

The industry operators must compete for guests in a highly competitive marketplace. Over two hundred Fly-In Lodges are represented at the Chicago and Minneapolis Sport Shows. These Fly-In Lodges are located all across Canada and the Northwest Territories.

At the present time Red Lake is in a unique position to attract guests from the Chicago-Minneapolis, Midwest Area of the U.S. Road and Air connections from this market to the Red Lake area are excellent and the Red Lake Area Lodges can offer good fishing in relatively isolated lakes.

In order to survive in the market place the industry requires protection in land use policies.

Quality of fishing must be protected.

The Fly-In fishing lakes must remain accessible by Fly-In only.

The isolation factor must be preserved from easier access by no-cut, no-road buffer zones around the lakes.

QUALITY OF FISHING

The average length of stay at an American Plan Fly-In Fishing Lodge is four days.

The Fly-In fisherman pays \$400.00 to \$500.00 American dollars for his four day fishing experience. This includes accomodation, meals, boats, motors, gas and guides. In addition the fisherman pays between \$100.00 and \$250.00 additional dollars for the flight from Red Lake to the lodge, depending on Distance.

Having paid this price the fisherman expects to catch some fish.

It is therefore essential that the fish resource be managed in a method which will provide the greatest economic benefits to the citizens of the province.

The fisherman will take home only six Walleye-Pickerel (2+lbs.) He has paid for a fishing experience at an isolated remote location and he has paid highly for his fish. Over \$20.00 per pound on a Total Vacation Basis.

If the quality of fishing on Nungesser, Little Vermillion and Trout Lake is not maintained then the fisherman will move elsewhere - Northern Manitoba, Northern Saskatchewan - The Northwest Territories.

Remember cost is not a serious concern to this type of fisherman he wants satisfaction and can pay for it.

Quality of fishing cannot be maintained if these lakes are exposed to commercial fishing.

Consider Nungesser Lake which offers 155 beds per night for the 120 night season.

If all beds are full each night (100% occupancy) and each fisherman catches six-two pound Pickerel per day the annual catch is $155 \times 6 \times 120$ or 110,000 fish or 220,000 pounds of fish flesh ie. 110 Tons of Fish.

We do not believe that any lake should support a second user with a lower economic yield.

The Commercial Fishing Industry consumes a larger quantity of fish flesh at a Drastically Reduced Economic Return of \$2.00 or \$3.00 Per Pound of Fish Marketed.

The Commercial Fishing Industry Lowers The Quality Of Fishing available to the Tourist Visiting the Fly-In Fishing Establishments. The Commercial Fishing Industry Should Be Restricted In It's Expansion

THE FLY-IN FISHING LAKES MUST REMAIN ACCESSIBLE BY FLY-IN ONLY

In addition to Quality Fishing this is the second major selling point of the Industry. The guests pays for the "FLY-IN" experience which creates a sense of remoteness and isolation - also an illusion of fishing in an unspoiled wilderness.

The accessing of any of these lakes by road; will be the Death hell of the Fly-In Fishing Industry on that lake.

Once large powerboats on boat trailers arrive the Fly-In fisherman will depart because the lake can no longer offer what he wishes to buy.

To suggest that the lodges must change their style of operation is to beg the question.

As a Fly-In operation a lodge can ask and get \$100.00-\$115.00 U.S. Dollars per night American Plan, as road accessible the rate would decrease drastically to \$30.00-\$40.00 per night.

The Chamber of Commerce wishes to protect the greater economic return of the resource by protecting the Fly-In Fishing Industry which it's very nature must purchase greater quantity of supplies in the local economic area.

The Fly-In fisherman on the American Plan must buy and use food, boats, motors, gas, guides and a variety of other supplies which are all purchased locally. In addition he must charter a local aircraft operator who also maintains a local labour force. In contrast the road accessible lodge provides only accomodation and the guest purchases his supplies where he wishes (Fort Frances or Dryden as he lives through) or he brings them across the border from home.

All of this is not to suggest that we ask that access to these lakes be restricted to anyone.

Any self respecting Red Lake weekend bushman can get into these lakes any time he wants whether by 4 x 4 OR flying.

We demand only that accessibility not be increased or made easier by direct bush road.

No one gains from increased accessibility.

- 1) The self respecting Red Lake weekend bushman finds the quality of fishing is gone (as witness Coli Lake & Sedace Lake)
- 2) The Fly-In Fishing Industry disappears and with it the economic benefits to the community.

THE ISOLATION FACTOR MUST BE PRESERVED BY NO CUT - NO ROAD BUFFER ZONES AROUND THE LAKES

The Provision of no-cut, no-road Buffer Zones around lakeshores is widely accepted legitimate land use strategy.

Such Zones have many uses:

- to provide erosion and siltation protection for adjacent water bodies
- to provide for maintenance of aesthetics on - travel corridors and lakeshores
- to provide for the maintenance of suitable fish and wildlife habitat
- to provide for the preservation of certain historical, geological, fishery, wildlife or vegetative features

R. Thomson - Regional Biologist
North Central Region - Thunder Bay

In addition such no-cut, no-road Buffers are essential to the preservation of the Fly-In Fishing Industry on Little Vermillion, Nungesser and Trout Lake.

The question seems to be one of size. How large should reserves be? How much distance from Lakeshore must be protected?

The Affleck Report commissioned by the Ministry of Natural Resources provides the answer.

"The use of these distance criteria, or modifications of them, will depend in each case on the values to be protected."

Dec. 4, 3, 2, P.5

It is obvious that the economic values of the Red Lake Fly-In Fishing Industry are significant.

It therefore follows that the no-cut, no-road buffer zones required to protect these values will also be significant.

The Red Lake District Chamber of Commerce demands that land use strategies place one mile no-cut, no-road buffer zones around Little Vermillion, Nungesser and Trout Lakes in order to protect the long term viability of the Industry.

The criteria is not without precedent!

The Ministry of Natural Resources has been warned by the exhaustive Marshall Machlan Monihan Report on Trout Lake that the lake is already in serious danger of over fishing and over accessibility.

Reacting to this is, one mile no-cut, no-road buffer has been declared around Trout Lake to remain effective to December 31, 1982.

This buffer must be recognized in land use strategies and extended beyond December 31, 1982.

Similar no-cut, no-road buffer zones must be established around Nungesser Lake and Little Vermillion Lake.

PROTECTION OF THE FLY-IN FISHING INDUSTRY

The needs of the Fly-In Fishing Industry are protected by the establishment of one-mile no-cut, no-road buffers around these lakes.

If certain other policies can be adopted by the Ministry of Natural Resources, the no-cut, no-road buffers could be adjusted in size.

Such Policies As:

- a) Removal of Timber Access Roads After Use.
- b) Restriction of Cutting Areas During The 120 Day Fly-In Fishing Season.
- c) Gating and Supervision of Timber Access Roads While In Use.
- d) Establishment of A Boat Cacheing Policy.
- e) Establishment of A Crownland Camping Policy.
- f) And Others.

Could also serve to protect the Fly-In Fishing Industry.

It would appear that the single most serious need of the Fly-In Fishing Industry is the need to be recognized as a Legitimate Resource USER which contributes significantly to the Economy of The Province of Ontario.

Such needs are recognized by the local community but appear to be ignored by the Ministry of Natural Resources.

CONCLUSION

Timber companies do not really need the fibre such no-cut, no-road buffers contain--they want it because past road development now makes it easily accessible.

Land use strategy must insure that limited provincial resources are protected from present day expendiencies at the expense of long

term economic benefits. No-cut, no-road buffer zones must be recognized as a necessary land use strategy to protect a major industry which contributes significantly to the economic viability of the province and the local community.

The Chamber of Commerce recognizes the need of the Forest Industry to harvest wood fibre. However the needs of one Industry should not be allowed to Destroy another Industry.

The Destruction of the Fly-In Fishing Industry will result if the one mile no-cut, no-road buffer zones are not established in land use policies on these three lakes.

Unless land use policies are developed to protect the "Fly-In" Fishing Industry the Fibre Harvest Industry will destroy the "Fly-In" Fishing Industry on these lakes and move on.

It will be 80-100 years before the Fibre Can be Reharvested and in that period the Province of Ontario will have lost an Industry which contributes Three to Four Million Dollars per year to the Provincial Economy.

If properly protected the Fly-In Fishing Industry on these Lakes alone will contribute in excess of 260 Million Dollars (1982 dollars) to the Provincial Economy as we wait the eighty years for the trees to re-grow for re-harvest.

To analyse benefits lost from Logging if a wide Buffer Zone around the lakes is imposed with Prohibitions on all road construction and cutting, R.V. Anderson and Associates took as an example the Trout Lake Area studied by Marshall Macklin Monaghan in their 1979 Report.

If a one mile Buffer Zone is assumed around Trout Lake about 5,000 acres of Harvestable Timber would be lost to the Forest Industry (using present cutting policies and methods).

At current rates, this represents about \$45 million worth of timber at the mill and \$3.8 million in stumpage fees.

The Fly-In Fishing Industry on Trout Lake with 135 beds per night will gross \$1.6 million per year. And assuming a complete loss of all timber within the one mile zone (not a necessary condition) would completely cover the losses in thirty years. But the Fly-In Fishing Industry will continue to contribute to the Provincial and Local economy at the same rate over the next one hundred years while the forest industry waits for regeneration and contributes nothing.

THE RED LAKE DISTRICT CHAMBER OF COMMERCE HEREBY MAKES THE FOLLOWING RECOMMENDATIONS:

RECOMMENDATION #1

That The Royal Commission On The Northern Environment take steps to ensure that the WEST PATRICIA LAND USE PLAN recognize the EXISTENCE of the FLY-IN FISHING INDUSTRY.

Explanation

At the present time the text of the WEST PATRICIA LAND USE PLAN talks only about TOURISM. It is the feeling of the Red Lake District Chamber of Commerce and the Business Community that Tourism should be recognized for what it really is. There are many types of Tourism and we must distinguish between the Roadside Tourist who stays at a camp or Cabin along a major highway and the "Fly-In" Tourist. The two markets are substantially different. First of all the Roadside Tourist arrives in the area by car and he spends perhaps thirty or forty dollars a day on accommodation and generally brings his boat, motor and food with him.

The Fly-In Fishing Industry is uniquely different. In many cases the guest arrives by air, secondly he travels from Red Lake to his accommodation by air and thirdly he purchases everything that he needs on a daily basis. Daily rates at Fly-In Fishing Lodges run as high as \$115.00 American Dollars per day and this rate includes the flying from Red Lake to the Lodge, boats, motors, gas and guide while the tourist is at the Lodge, all meals, accommodation at the lodge and food service at the Lodge. It is not uncommon for this type of Sport fisherman to spend as much as \$3,000.- \$4,000. for a three or four day Fly-In Fishing Experience. His needs are unique and he is buying a unique type of experience. He wants to leave his home in the South

and arrive in Red Lake the same day; he wants to be looked after in first Class style for three or four days of fishing with a guide and then he wants to leave the Lake in the morning and be in his home city that same afternoon. He is prepared to pay a premium price for this kind of experience and certainly the economy of the local area benefits from this type of Industry.

All supplies which the Fly-In Lodge requires to accommodate these guests must be purchased in the local area; all the flying must be done with local airplanes; guides and camp and lodge help is all hired from the local area. This Industry turns over a substantial number of dollars each year. It is a UNIQUE INDUSTRY and we wish to see that the WEST PATRICIA LAND USE PLAN recognizes its existence.

RECOMMENDATION #2

That The Royal Commission On The Northern Environment take steps to ensure that the WEST PATRICIA LAND USE PLAN recognize the Land Use Needs of the FLY-IN FISHING INDUSTRY.

Explanation

The several needs of the Fly-In Fishing Industry have been identified and discussed. The single most important of these needs is the Isolation Factor. The Fly-In Fishing Lakes must be protected from greater accessibility. The major danger at the present time is the encroachment into the Fly-In Fishing Lakes of Forest Extraction Roads.

As the need for fibre for the Paper Mills grows and as the pulp cutting operations of the Paper Mills moves into this area, the danger that the Fly-In Fishing Lakes will be opened up by means of Fibre Access Roads, increases. We are not in anyway attempting to curtail the harvesting of fibre, however, we do feel that the Fibre

harvest Industry should refrain from opening up the Fly-In Fishing Lakes to greater accessibility by the general public. The major interest of the Forest Products Company is the extraction of the fibre. They do not have any particular interest in the Lakes themselves and we recommend that they be allowed TO CLOSE THEIR FIBRE ACCESS ROADS. We feel that there are a number of things that the Forest Extraction Industry can do to work together with the Fly-In Fishing Industry to prevent its destruction as a result of greater accessibility.

Perhaps the most efficient of these is Road Closures, but we are asking as well, that there be substantial BUFFER ZONES around the Fly-In Fishing Lakes. These Buffer Zones will serve two purposes:

- a) They will preserve the aesthetics of the area of the Fly-In Lake as seen by the Sport Fisherman from the Lake.
- b) They will prevent access to the Lake as well.

The depth of the Buffer Zones is a matter of discussion and perhaps it can and should vary from place to place. However, the greatest danger certainly comes from increased accessibility and policies should be put in place in the WEST PATRICIA LAND USE PLAN to ensure that the Fly-In Fishing Lakes do not succumb to the result of increased accessibility.

The third need of course of the Fly-In Fishing Industry is the preservation of quality fishing and Land Use Plans should be put into effect to ensure that the Sport Fishing in the Fly-In Fishing Lakes remain of high quality. This is hardly consistent with extensive Commercial Fishing Operations on the same Lake and for the same species of fish as the Sport Fisherman wishes to fish. While there may be an extensive Commercial White Fish Operation on Trout Lake, it is hardly consistent with the needs of the Fly-In Fishing Industry that

the commercial fisherman be allowed to take huge quantities of Pickerel and Lake Trout out of the same lake

RECOMMENDATION #3

That The Royal Commission On The Northern Environment Seek A Firm Policy Statement From The Ministry Of Natural Resources As To The Meaning Of The Multiple Use Concept

Explanation

The Ministry of Natural Resources presently adheres to a Multiple Use Concept Of Forest Management. It is the feeling of the Red Lake District Chamber of Commerce that this Multiple Use Concept has at best not been well managed in the past. It is impossible for TWO USERS to both benefit equally from the same resource. We are asking that the Multiple Use Concept be revised or at least re-interpreted so that in the areas around Fly-In Fishing Lakes a zone be created that recognizes the Fly-In Fishing Industry as the User of Greatest Economic Return of that resource. This is not to say that other users can't operate within the zone however, we believe that the concept of a User of Greater Economic Return should be developed so that the higher economic benefits of the Fly-In Fishing Industry on the Fly-In Fishing Lakes is recognized and protected.

RECOMMENDATION #4

That The Royal Commission On The Northern Environment Propose And Advocate The Forest Extraction Road Concept.

Explanation

It has been the policy of the Government of Ontario that all citizens of Ontario should have access to roads which are constructed with public funding and this does have some benefits in some places. However, we do not feel that it should be the policy of the Government of Ontario to allow the public to destroy an Industry which contributes so significantly to the economic benefit of the Province and of our local area. We feel that the Government of Ontario should develop a Forest Extraction Road Concept, wherein, public funds would continue to be used for the construction of roads whose single purpose would be Fibre Extraction. Such roads would not be open for any other public use and as a result Fly-In Fishing Lakes in the neighbourhood of such roads would be protected from greater accessibility.

RECOMMENDATION #5

That The Royal Commission On The Northern Environment Recommend The Province Of Ontario Develope A Tourism Policy Which Will Maximize The Economic Return Of The Sale Of Our Limited Natural Resources.

Explanation

The number of fish in a lake is a Finite Number. The Economic return of this resource at \$20.00 per pound through the Fly-In Fishing industry is of greater value to the people of Ontario than \$2.00-.00 per pound as generated by the Commercial Fishing Industry.

FOLLOW-UP ACTIVITIES - ON SEPTEMBER 22, 23, 1982

The Red Lake District Chamber of Commerce and the Pehtabun Chiefs met in a two day session at the Red Lake Indian Friendship Center to discuss mutual concerns relating to the proposed WEST PATRICIA LAND USE PALN.

Following the two days of very productive meetings it was quite obvious that concerns relating to development north of the 49th parallel were shared equally by both groups. The greatest concern is of course that the future of our area will be decided by Planning Groups (such as the West Patricia Planning Group) who are not resident of the area and have little empathy with local feelings.

The meetings produced six resolutions and although only one deals directly with the "Fly-In" fishing Industry all six are included herein as a demonstration of common concerns among the people most affected by future development, THE RESIDENTS OF THE AREA

RED LAKE FLY-IN FISHING INDUSTRY

APPENDIX A

ESTIMATED YEARLY GROSS REVENUES

Andy Beach Lodge	35 x \$125.00 x 120 x 90% = \$	472,500.00
Port Lake Lodge	30 x \$125.00 x 120 x 80% =	360,000.00
Boi's Wilderness Camp	40 x \$ 60.00 x 120 x 75% =	216,000.00
at Island Lodge	35 x \$125.00 x 120 x 75% =	393,750.00
Green's Birch Point Camp	80 x \$ 60.00 x 120 x 75% =	432,000.00
Wungesser Lake Lodge	45 x \$ 60.00 x 120 x 75% =	243,000.00
Sportsmen's Lodge	40 x \$120.00 x 120 x 80% =	460,800.00
Howey Bay Outpost	10 x \$ 10.00 x 120 x 80% =	9,600.00
Dose Lake Outpost	20 x \$ 10.00 x 120 x 35% =	84,000.00
Green's Fly-In	10 x \$ 50.00 x 120 x 50% =	30,000.00
TOTAL		<hr/> \$2,701.650.00

RESOLUTION # 1

Whereas Vast areas of Northwestern Ontario contain valuable resources of various types and
Whereas indiscriminate development and resource extraction has resulted in road construction that has proven to be detrimental to the native and local inhabitants,
Therefore the Pehtabun Chiefs Tribal Council and the Red Lake Chamber of Commerce resolve that:

1. Construction of all access roads ~~be~~ limited to absolute need;
2. ~~and~~ more specifically that construction of winter roads only be considered when they will meet that need;
3. the environment¹ impact of any proposed roads be considered before construction;
4. controlled accesses or gates be used;
5. a specific formula^{in developed} for controlling access ^{the} to Berens River

Unanimously accepted by joint meeting of Pehtabun Chiefs Tribal Council and Red Lake District Chamber of Commerce.
Red Lake, Ontario September 22/23, 1982

Chiefs

From

Andrew Kakepetum

Sandy Lake

Andrew Kakepetum

Betsy Rae

North Spirit Lake

Betsy Rae

Douglas Meekis

Deer Lake

DOUGLAS MEEKIS

Absolum Moose

Poplar Hill

ABSOLUM MOOSE

John T. Strang

Pikangikum

John T. Strang

Red Lake District Chamber of Commerce

Lawrence Maksymetz

President

Lawrence Maksymetz

Robert Axford

1st Vice President

Robert Axford

Mary Hopperstad

Secretary

Mary Hopperstad

Daryl Halligan

Co-chairman - Ad Hoc Committee

Daryl Halligan

P.J. Sayeau

Co-chairman - Ad Hoc Committee

RESOLUTION # 2

Whereas all development north of the 11th base line is currently restricted by Ministry of Natural Resources *policy* and
Whereas there can be demonstrated a need for intelligent development particularly in regard to tourist facilities and
Whereas there is a consensus of agreement between the Pehtabun Chiefs Tribal Council and the Red lake District Chamber of Commerce about how this could transpire
Therefore be it resolved that the nature and extent of any future development north of the 11th base line should be directed by a committee composed of representatives of the native community nearest the development; the Pehtabun Chiefs Tribal Council; and the Red Lake District Chamber of Commerce

Unanimously accepted by joint meeting of Pehtabun Chiefs Tribal Council and Red Lake District Chamber of Commerce.
Red Lake, Ontario September 22/23, 1982

Chiefs

From

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Andrew Kakepetum

Sandy Lake

Betsy Rae

North Spirit Lake

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Darcy Halligan

Co-chairman - Ad Hoc Committee

Darcy Halligan
P.J. Sayeau

Co-chairman - Ad Hoc Committee

RESOLUTION # 3

Whereas the West Patricia Land Use Plan as published by the Ministry of Natural Resources does not currently recognize the fly-in fishing industry and

Whereas the fly-in fishing industry is a legitimate land user and a viable contributor to the economy of many Northwestern Ontario communities

Therefore be it resolved that the Pehtabun Chiefs Tribal Council and the Red Lake District Chamber of Commerce agree that this industry be recognized, and be protected by reasonable timber buffer zones, i.e., one mile around major designated lakes and there be no access roads within one mile of these said lakes

Unanimously accepted by joint meeting of Pehtabun Chiefs Tribal Council and Red Lake District Chamber of Commerce.
Red Lake, Ontario September 22/23, 1982

Chiefs

From

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Mary Hopperstad

Darry Halligan

Co-chairman - Ad Hoc Committee

Darry Halligan

P.J. Sayeau

Co-chairman - Ad Hoc Committee

P.J. Sayeau

RESOLUTION # 4

Whereas the West Patricia Land Use Plan proposes several parks in Northwestern Ontario and
Whereas the proposed parks will have an adverse effect on our native communities and on native lives in general and
Whereas current Ministry of Natural Resources policy in the proposed parks could permit single use of certain large tracts of land for long term periods, a concept the Chamber of Commerce could not support, and
Whereas the native people regard all lands as parks and
Whereas promises made by the government to native people have been broken before as in Quetico Park,
Therefore be it resolved that no parks, as currently proposed in the West Patricia Land Use Plan be established without the consent and agreement of the Pehtabun Chiefs Tribal Council and the Red Lake District Chamber of Commerce along with the people to be directly affected by the proposed park

Unanimously accepted by joint meeting of Pehtabun Chiefs Tribal Council and Red Lake District Chamber of Commerce.
Red Lake, Ontario September 22/23, 1982

Chiefs

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E.J. Sayeau
E.J. Sayeau

Co-chairman - Ad Hoc Committee

RESOLUTION # 5

Whereas the Royal Commission of the Northern Environment is conducting an investigation of all matter relating to the communities north of 50° and

Whereas the Pehtabun Chiefs Tribal Council consider that the commission is the only viable vehicle to counter-act the West Patricia Land Use Plan and

Whereas the commission intends to disband in 1983 and

Whereas the Pehtabun Chiefs Tribal Council and the Red Lake District Chamber of Commerce agree that the Royal Commission must continue

Therefore be it resolved that the Pehtabun Chiefs Tribal Council and the Red Lake District Chamber of Commerce demand that the Royal Commission on the Northern Environment mandate be extended for a further two years and that the Government of Ontario be so informed

Unanimously accepted by joint meeting of Pehtabun Chiefs Tribal Council and Red Lake District Chamber of Commerce.
Red Lake, Ontario September 22/23, 1982

Chiefs

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Darcy Halligan

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P.J. Sayeau
P.J. Sayeau

Co-chairman - Ad Hoc Committee

Whereas the West Patricia Land Use Plan Proposed Policy and
Optional Plan has taken seven years to formulate and
Whereas the West Patricia Land Use Plan Proposed Policy and
Optional Plan is so complex and intricate in nature and
Whereas the accuracy of the Proposed Policy and Option Plan is
in question and
Whereas the most qualified sources of information pertaining
to the land, wildlife, fishing, forestry, tourism,
wildlife habitat, being represented by the Red Lake
District Chamber of Commerce and the Pehtabun Chiefs
tribal Council have been ignored, and
Whereas the information in this document reflects only the
ideas of the people hired by Ministry of Natural
Resources to create the report and
Whereas there has been very restricted time for public input
and
Whereas there have not been adequate resources available to
the public to refute this study
Therefore the Pehtabun Chiefs Tribal Council and the Red Lake
District Chamber of Commerce have no choice but to
reject the Proposed Policy and Optional Plan in its
present form

Unanimously accepted by joint meeting of Pehtabun Chiefs
Tribal Council and Red Lake District Chamber of Commerce.
Red Lake, Ontario September 22/23, 1982

Chiefs

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P.J. Sayeau
P.J. Sayeau

Co-chairman - Ad Hoc Committee

QUESTION TO BE ANSWERED BY
THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

WHY is R.C.N.E. not publicly upset with the arrogant disregard for its existence shown by the very Government which set up and funded the R.C.N.E. by having its Ministry of Natural Resources fund and develop The West Patricia Study and its resulting strategic Land Use Plan?

We challenge the R.C.N.E. to demand publicly, and to receive, a commitment from the Provincial Government to table the West Patricia Study until all of the input from R.C.N.E. has been fully studied and accepted as an integral part of the input on any government decisions respecting Land Use in the Study Area.

Kee'd Dec. 11 82

#3
102

VIKING OUTPOST CABINS



HUGH AND CRAIG CARLSON

BOX 224, RED LAKE, ONTARIO CANADA P0V 2M0

PHONE 807 727 2382 (SUMMER ONLY) 807 727 2237 (WINTER MONTHS)

807 727 2262 (ALL YEAR ROUND)

Submission to Royal Commission
on Northern Environment

Welcome Home Commissioner Fahlgren.

Welcome Commission Staff Ladies + Gentlemen.

Being one of the last speakers
is not necessarily the best.

On one hand one can be inspired
by ideas presented in earlier briefs, on
the other side prior mention can remove
some of the thrust of a later submission

In my case I was affected by
both. I was very impressed and totally
supportive of the Brief presented By the
L.Dist. Chamber and the Petabau Chiefs.
I was ^{very} moved and supportive of





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807 727 2262 (ALL YEAR ROUND)



of the presentation by Mary Hopperstadt.

However as a newly elected councillor of Red lake I must say that I was not supportive of the submission given by Reeve Sharpe

Although I agree with Reeve Sharpe's statement that we are over studied and over commissioned, I feel because our unique ~~geographical~~ area our concerns are also unique.

I intend to approach the new Council and hope to receive a commitment to have a more positive approach to your Commission.





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807 727 2262 (ALL YEAR ROUND)

The basic thrust of my Presentation today is to show why I feel that public participation in land use planning is a sham.

When WPLUP began on the local scene those people hired by MNR were young and almost all from Southern Ontario

Because they were contract staff looking for permanent jobs many left the area and were replaced by similar people at various stages of the plan. However their recommendations formed the basis of our plan.





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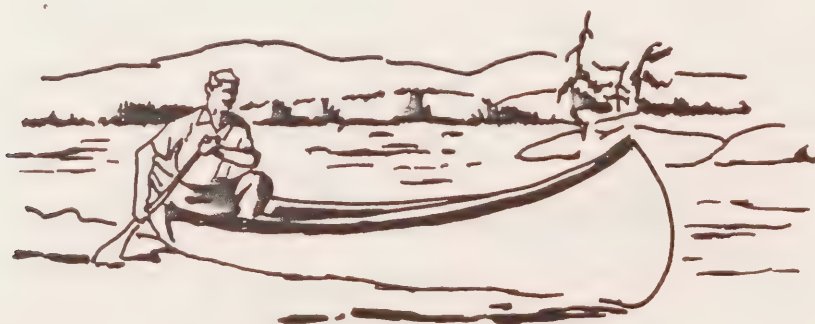
807 727 2262 (ALL YEAR ROUND)



Having fallen in love with one of the WPLUP workers who later became my wife I was often present both during working hours and socially and was used extensively as a sounding board.

I became obvious to me that pro park ideas were deeply entrenched.

Having attended all open house sessions in Ear Falls + Red Lake and talking and listening to the local and hearing submissions in Ear Falls It was obvious that the majority of local people would not accept the restrictiveness of wilderness parks.



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VIKING OUTPOST CABINS



HUGH AND CRAIG CARLSON

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Within MNR park interests seemed to overshadow all others to such a degree that in June 82 at the last open house 4 options were presented to the public.

Each of the 4 options had major wilderness Parks located in the Red Lake district. What happened to public participation.

At this same meeting in June An American living in Manitoba promoting Ontario Parks was given a booth in the open house and no effort was made to inform the Public that this person was not an employee of MNR and that his views ~~was~~ did not necessarily reflect those of MNR.





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There were no other outside special interest given these privileges.

When question about his presence the District Manager informed me that he had received a call from one of his Superiors and was told to make room available to him.

It is my feeling that the Strong Parks lobby and the strong lobby of the forest industry has caused the needs and wishes of the local people to be overlooked.

I feel that based on past and present harvesting techniques Timber extraction must like Wilderness Parks must be viewed as single use. If there are other uses in the cutting area on Trout Lake Ridge they won't be hard to spot.





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I just returned from Thunder Bay where I attended the open house on land use planning chaired by Hon Alan Pope Minister of Natural Resources

It was a real lesson to me at the open house forum. The Park advocates their propaganda so streamlined that it makes forest industry look like rank amateurs.

The meeting was poorly run by NR and Pro Parks people were suddenly lined up behind the only 2 mikes in the theatre.

By having approximately the first dozen speakers they completely dominated the meeting with slide presentation standing



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ovations and even tears.

By the time some others were getting a chance to speak the allotted time was up.

The Thunder Bay media scored it Parks 20 Industry 4. But what about the people.

What has happened Mr Commissioner is that the local People have been caught in a cross fire by 2 single users

The local people I feel are not opposed to "Parks in General" but are opposed to Restrictive parks that would exclude them





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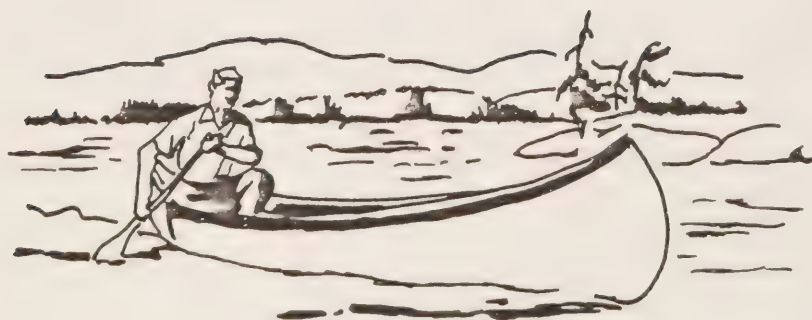
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The local people I feel are also not opposed to timber harvesting but object to large clear cutting lack of concern for traditional users and the fact that all the timber goes down highway 105 with little economic return the long or short term.

I urge you Mr Commissioner that you use your commission to ensure that the people are not forgotten

H. Carlson



Submission to Royal Commission
on Northern Environment

Welcome Home Commissioner Fahlgren.
Welcome commission staff Ladies & Gentlemen.

Being one of the last speakers is not necessarily the best.

On one hand one can be inspired by ideas presented in earlier briefs, on the other side prior mention can remove some of the thrust of a later submission

In my case I was affected by both. I was very impressed and totally supportive of the Brief presented By the R L Dist. Chamber and the Petabun Chiefs.

I was very moved and supportive of of the presentation by Mary Hopperstadt.

However as a newly elected councillor of Red lake I must say that I was not supportive of the submission given by Reeve Sharpe

Although I agree with Reeve Sharpe's Statement that we are over studied and over commissioned. I feel because our unique area our concerns are also unique.

I intend to approach the new Council and hope to receive a committment to have a more positive approach to your commission.

The basic thrust of my Presentation today is to show why I feel that public participation in land use planning is a sham.

When WPLUP began on the local scene those people hired by MNR we young and almost all from southern Ontario

Because they were contract staff looking for permanent jobs many left the area and were replaced by similar people at various stages of the plan.

However their reccommendations formed the basis of our plan.

Having fallen in love with one of the WPLUP workers who later became my wife I was often present both during working hours and socially and was used extensively as a sounding board.

I became obvious to me that pro park ideas were deeply entrenched.

Having attended all open house sessions in Ear Falls & Red Lake and talking and listening to the local and hearing submissions in Ear Falls. It was obvious that the majority of local people would not accept the restrictness of wilderness parks. Within MNR park interests seemed to overshadow all others to such a degree that in June 82 at the last open house 4 options were presented to the public.

Each of the 4 options had major Wilderness Parks located in the Red Lake district. What happened to public participation

At this same meeting in June An American living in Manitoba promoting Ontario Parks was given a booth in the open house and no effort was made to inform the Public that this person was not an employee of MNR and that his ideas did not necessarily reflect those of MNR. There were no other outside special interest given these privileges.

When question about his presence the District Manager informed me that he had received a call from one of his superiors and was told to make room available to him.

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The meeting was poorly run by MNR and Pro Parks people were suddenly lined up behind the only 2 mikes in the theatre.

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H. Carlson

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SUBMISSION TO THE
ROYAL COMMISSION ON THE
NORTHERN ENVIRONMENT
BY
THE
RED LAKE INDIAN FRIENDSHIP CENTRE

DATED DECEMBER 1, 1982

The Red Lake Indian Friendship Centre is a non-profit, non-sectarian, multi-service organization and has been operating here in Red Lake since 1968. The Centre was designed to provide services and programs to the native people of the area and also a liaison between the native community and the non native community as well as government departments.

The Friendship Centre is concerned over the controversial issues that not only threaten to pose a serious environmental impact but also thereafter to alter the lifestyles of the area residents and the generations yet to come.

The reason we are here today is because of the governments total disregard of public input into the planning and decision-making process in regards to the allocation of our lands and management of our resources.

In 1977, the government was prepared to sign without prior public knowledge, a memorandum of understanding licencing the Reed Paper Ltd. to cut 19,000 square miles of prime timber in our area.

But because of the public concern over the controversial proposal, the order of council was made appointing a commission to operate under the patronage and guidance of the Public Inquiries Act and the Environment Assessment Act.

To our way of thinking, the commission is the governments' strategic diversion of the West Patricia Land Use Plan as it never intended to solicit direct public input into the programs of the Ontario Ministry of Natural Resources, namely the West Patricia Land Use Plan.

To date the public participation on the proposed policy and optional plans has been very superficial by way of open houses, mailing out of reams of printed matter, meaningless questionnaires and finally a major planning document.

The time frame (approximately 30 days) allowed for feedback and comments in response to the massive document was

unrealistic because of the insurmountable task of digesting the material and then translating it for the native community.

Further to the reason given above the scheduling of the response period (July 16, 1982) was not geared to allow maximum public feedback due to the commencement of the peak holiday season for most residents in the area.

The planning area is populated mainly by native people a fact stated over and over by the Commission and Ministry of Natural Resources documentation. However, the Ministry of Natural Resources disregarded and/or did not encourage active participation or input of native people in their planning and decision making process.

The native community sees the commission as a vehicle for input in government decisions which affect our daily lives.

Therefore, it is our recommendation that the Royal Commission request immediately from the Ontario Government a two year postponement of the West Patricia Land Use Plan in order to allow proper planning and sufficient participation of native people.

Presented by:

Ross Mamakeesick
Executive Director
R.L.I.F.C.

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ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

KENORA DISTRICT CAMP OWNERS ASSOCIATION'S SUBMISSION
PRESENTED AT EAR FALLS, ONT, ON DEC 2, 1982, BY BRUCE GETHEN, PRESIDENT

I would like to thank the Royal Commission for the opportunity to participate in this hearing on the Environment of the North.

Since there have been previous brief presented to this body by ourselves and other tourist outfitter organizations that discussed the economic and social involvment of the Tourist Outfitter Industry in the North, I wish to confine my remarks to the subject of:

(1) The Rights of Protection for the Tourist Outfitter Industry as implied in the Environmental Assessment Act, 1975, being subjugated by the "ORDER MADE UNDER THE ENVIRONMENTAL ASSESSMENT ACT, 1975, (re) EXEMPTION - MINISTRY OF NATURAL RESOURCES, which expires 31 December, 1982, and is due for renewal;

and,

(2) Suggested timber harvesting management techniques that would assure the long term maintenance of the wilderness character of our Road and Shore Line Timber Reserves.

RIGHTS OF PROTECTION FOR THE TOURIST OUTFITTER INDUSTRY

The Exemption granted the Ministry of Natural Resources under the Environmental Assessment Act, 1975, is subject to the following terms and conditions:

1. The MNR shall solicit input from the public (and others) early on in the preparation of Forest Management Plans.

2. Condition 1 does not apply if plans commenced prior to April 2, 1981.

3. The MNR shall develop a procedure to solicit, evaluate and respond to input and comments from the public (and others) at an early stage of the preparation of Forest Management Plans.

4. The MNR shall plan primary public forest access roads on Crown Management Units in accordance with the draft class Environmental Assessment for "Access Roads to MNR Facilities" on a trial basis. This procedure shall give emphasis to the identification of alternative road locations, the environmental effects of alternatives considered and an evaluation of the rationale for the selection of road location.

5. At least 30 days prior to the anticipated spraying of herbicides or insecticides for forest management purposes, the Ministry of Natural Resources shall notify the public (and others) of the project.

Conditions 6 through 10 deals with the administration and submission of the Environmental Assessment Exemption.

What is lacking in the preceeding conditions is protection for the Tourist Outfitter Industry. Access Roads are not our only concern. We have a major concern with Road and Shoreline Timber reserves and we find that our interests in these timber reserves have been negated by the Environmental Assessment Act Exemption granted the Ministry of Natural Resources.

I'm sure that this is an oversight, however it must be corrected.

I would suggest that a condition for granting the MNR exemption under the Environmental Assessment Act be that MNR Forest Management Activities cannot unduly adversely impact on the Tourist Outfitter Industry.

I would also suggest that Timber Reserve Guidelines be adopted, in coordination with the Tourist Outfitter Industry, to provide for the long

ranged management of these reserves.

TIMBER RESERVE MANAGEMENT

I would like to address the question of Road and Lakeshore Timber Reserve Management and set forth a few recommendations.

BACKGROUND INFORMATION

The forest products industry requires a huge amount of timber to feed its wood products mills and it makes very little difference as to what part of the forests that the wood comes from. The interior forests which supplies the bulk of the wood destined for the wood products industry has a relative low use potential for the Tourist Outfitter Industry, other than wildlife habitat for moose hunting. We don't particularly like timber harvesting activities but we realize that timber harvesting is a fact of life in the North and is the major contributor to the economy of the North.

The Tourist Outfitter Industry, on the other hand, requires that the mature trees on Road and Shoreline Reserves be left standing. These stands of trees are very site specific. Ours is a business of providing to our guests a world class wilderness fishing experience. In doing so our industry also contributes substantially to the economy of the north. Our industry is the largest employer of women and native peoples in the North.

In years past the establishment of timber reserves were in recognition of the need that such timber reserves remain in their unmolested natural state for people to enjoy. Since such timber reserves could amount to 16% of the total harvestable timber in Northern Ontario, and that it was becoming apparant that the prime timber was running out, the question then became, is the non-harvesting of ALL timber reserves a wise use of the timber resource.

I think that there is little doubt that the harvesting of certain timber reserves must be considered.

I would propose that the lakeshore and road timber reserves that were established for the enjoyment of the peoples and visitors to the North be classified as, (1) High Priority Tourism & Recreation Timber Reserves; and, (2) Low Priority Tourism & Recreation Timber Reserves.

SPECIFIC RECOMMENDATIONS FOR THE MANAGEMENT OF TIMBER RESERVES

(1) HIGH PRIORITY TOURISM & RECREATION TIMBER RESERVES

Timber reserves falling into this category are the road and shoreline reserves in high and medium activity tourism & recreation areas and would include, (but not limited to), lakes supporting conventional road accessible fishing and hunting resorts (camps), out post and/or daily fly in lakes and private cottaging lakes. The 120 meter reserve around such lakes must be managed for the sole benefit of Tourism & Recreation and other minor user groups, to the exclusion of the wood fiber production aspects from timber reserve management decisions. This does not mean that some form of timber harvesting cannot take place, but management decisions must be made in the context of the long term maintenance of the wilderness appearance of the timber reserve.

Management techniques might include:

a. A 30 to 40 year (or longer) management plan to be developed by the MNR, jointly with the Tourist Outfitter Industry (where possible), for the long term management of the High Priority Timber Reserve.

b. A 30 meter NO CUT zone to be established adjacent to the lakeshore or roadway.

c. A 90 meter Modified Harvest zone to be established immediately beyond the 30 meter no cut zone, where:

1' spot harvesting could take place over a period of 30 to 40 years (or longer).

2' Cuts be restricted to areas no larger than 1/2 acre in size. Note: Cuts of this size would be almost un-noticable and yet provide for sunlight penetration necessary for the regeneration of planted and seeded trees.

3' winter harvesting only

4' Skidding by cable or other non-destructive means (where practicle).

5' Timber removal over lake ice or other means that would prevent unnecessary access.

6' Replanting with mixed natural species where practical.

7' Regeneration to take place within 2 years of cutting.

(2) LOW PRIORITY TOURISM & RECREATION TIMBER RESERVES

The Timber Reserves falling into this catagory are the road corridors whose primary function is to provide access and egress to our Northern Communities and lakes having minor tourism application. This 120 meter reserve could be managed for the joint benefit of the Wood Products Industry and the Tourism & recreation Industry. Management decisions would be geared toward allowing the extraction of timber from these reserves in such a way as to create the least amount of negative impact on the Tourism & Recreation Industry.

Management techniques might include:

a. A 30 to 40 year management plan to be developed by the MNR, jointly with the Tourist Outfitter Industry (where possible), for the long term management of the Low Priority Tourism & Recreation Timber Reserves.

b. A 30 meter NO CUT zone adjacent to the roadway or lakeshore.

c. A 90 meter Modified Harvest Zone where up to $1/4$ to $1/3$ of the timber could be harvested once every fifteen years. (Note: This would insure that the youngest timber in the reserve would be at least 30 to 40 years old).

d. Harvesting techniques would be adopted that would allow for efficient harvesting methods and timber volumes and at the same time provide for the long term maintenance of the wilderness character of such timber reserves. Harvesting techniques could include:

- 1' Spaced cheveron or dog legged cuts restricted to not more than 20 meters in width.
- 2' Winter harvesting only
- 3' Skidding and pileing of logs so as to prevent the least amount of eyesore.
- 4' Replanting with mixed natural species where practical.
- 5' Regeneration to take place within 2 years of cutting.

SUMMARY

The thrust of this presentation is to alert the Royal Commission on the Northern Environment, the Minister of the Environment, the Minister of Natural Resources, the Minister of Tourism and Recreation and the Minister of Northern Affairs, to the fact that the interests of the Tourist Outfitter Industry, as concerns with Road and Shoreline Timber Reserves, have been subjugated by the "ORDER MADE UNDER THE ENVIRONMENTSL ASSESSMENT ACT, 1975, EXEMPTION - MINISTRY OF NATURAL RESOURCES".

In fairness, the ministry of Natural Resources has attempted to address

the problem of subjugation through the adoption of the "Affleck Guidelines", guidelines that address many areas of Crown Timber Management as it concerns the Tourist Outfitter. The fact remains that the implementation of the Affleck Guidelines, as pertaining to Road and Shoreline reserves management by the Ministry of Natural Resources, are discretionary and are not subject to challenge or relief as provided by the Environmental Assessment Act, 1975. The Tourist Outfitter Industry must re-obtain the right of appeal to a non-aligned regulating authority, the Minister of the Environment, the decisions made by the Ministry of Natural Resources that adversely impact on the Tourist Outfitter Industry.

Having said this, let me say that the Tourist Outfitter Industry intensely wishes to resolve all problems relating to the management of the Road and Shoreline Timber Reserves. I have made specific suggestions as to how this might be accomplished, and I want to emphasize that we are flexible. I think that I can speak for the Tourist Outfitter Industry when I say, we will pledge our cooperation.

APPENDIX TO

ROYAL COMMISSION ON THE ENVIRONMENT

KENORA DISTRICT CAMP OWNER'S SUBMISSION

EAR FALLS, ONT., DEC 2, 1982, BRUCE BETHEN, PRES.

do you

As soon as we put down specific distances to forest reserves, we too soon lose sight of the uniqueness of the very industry that we are trying to protect. Specific distances alluded to in my presentation of this afternoon do not guarantee that this uniqueness will be preserved.

I therefore wish to retract all references to distances, Re., Road and Lakeshore Reserves, from my submission of this afternoon.

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BRIEF TO THE

ROYAL COMMISSION ON
NORTHERN ENVIRONMENT

EAR FALLS, ONTARIO
DECEMBER 2, 1982

COMMISSIONER, ED FAHLGREN

BY:

COUNCIL OF THE TOWNSHIP OF EAR FALLS
S.R. LESCHUK
REEVE

MR. COMMISSIONER, MEMBERS OF YOUR STAFF, LADIES & GENTLEMEN.

AS REEVE OF THE TOWNSHIP OF EAR FALLS, I AM DELIGHTED THAT YOUR COMMISSION HAS CHOSEN EAR FALLS FOR ONE OF ITS PUBLIC FORUMS.

AS YOU ARE AWARE THIS IS THE 2ND TIME OVER THE PAST SEVERAL YEARS THAT WE HAVE HAD THE OPPORTUNITY TO SPEAK TO YOUR COMMISSION REGARDING THE VITAL ISSUES CONCERNING OUR CITIZENS AND INDEED THE CONCERNS OF EVERYONE IN OUR AREA.

DURING THESE YEARS, THE CITIZENS HAVE TRUSTED ME TO VOICE THEIR CONCERNS, AND THOSE OF OUR TOWN, AND THE AREA WE LIVE IN.

EAR FALLS IS LOCATED IN THE NORTHWESTERN CORNER OF ONTARIO, AMIDST RIVERS, LAKES, FOREST AND MINERAL DEPOSITS. WE ARE VERY THANKFUL TO BE BLESSED WITH THESE SURROUNDINGS, BUT THEY DO CAUSE US PROBLEMS AND CONCERNS. OUR BEING AMIDST THESE BEAUTIFUL SURROUNDINGS WAS NOT ACCIDENTAL NOR INCIDENTAL. THESE SURROUNDING CONDITIONS ARE THE REASON WE ARE LOCATED HERE, AND WE ARE AT THE HEARING TODAY TO PROTECT THIS ENVIRONMENT, WHICH SHALL IN TURN, PROTECT THE FUTURE OF EAR FALLS.

OUR PRESENT POPULATION IS JUST OVER 2,000, WITH MINING, TOURISM, FORESTRY, AND ONTARIO HYDRO BEING OUR MAJOR INDUSTRIES. OVER THE PAST YEAR OR SO WE HAVE SEEN SOME VERY UNSTABLE CONDITIONS ARISING IN THE FORESTRY AND MINING INDUSTRIES.

IT WAS NOT TOO LONG AGO THAT EAR FALLS FELT THE ECONOMIC CRUNCH WITH THE CLOSURE OF THE SELCO MINING OPERATION AT SOUTH BAY. BECAUSE OUR FUTURE IS DEPENDANT ON THE FOREST

INDUSTRIES AND MINING INDUSTRIES TO SURVIVE ECONOMICALLY, I WISH TO PRESENT OUR VIEWS AND FEELINGS CONCERNING INDUSTRIAL DEVELOPMENT FOR EAR FALLS WITH THE FOREST INDUSTRY. OUR MAJOR INDUSTRY, THE GRIFFITH MINE, EMPLOYS APPROXIMATELY 350 PEOPLE; 30% OF THE EMPLOYABLE WORK FORCE AND CONTRIBUTES APPROXIMATELY 70% OF THE MUNICIPAL TAX BASE (\$906,000.00). THIS BEING AN UNRENEWABLE RESOURCE INDUSTRY, ONE CANNOT SEE IT IN PRODUCTION FOR PERPETUITY. GREAT LAKES FOREST PRODUCTS LIMITED EMPLOYS APPROXIMATELY 120 PEOPLE, WHICH IS APPROXIMATELY 20% OF THE WORK FORCE. IN PROPORTION, IT CONTRIBUTES LESS THAN 2% OF THE MUNICIPAL TAXES (\$23,000.00). ALL OTHER RESIDENTIAL AND COMMERCIAL, INDUSTRIAL, SERVICE, AND BUSINESS OPERATIONS PAY APPROXIMATELY 28% OF THE MUNICIPAL TAXES, WHICH IS APPROXIMATELY \$373,192.00.

FROM THE ABOVE FIGURES ONE CAN READILY SEE THAT THE TAX BASE FROM THE RENEWABLE RESOURCE INDUSTRIES CONTRIBUTE VERY LITTLE TO THE ECONOMIC SURVIVAL OF A COMMUNITY, IN RETURN FOR THE RAW MATERIALS REMOVED FROM OUR IMMEDIATE AREAS.

THE SAME SCENARIO MAY BE DRAWN FROM EMPLOYMENT OPPORTUNITIES; DISPOSABLE INCOME; OR RESIDENTIAL DEVELOPMENT WITHIN THIS COMMUNITY. I EMPHASIZE AND IMPRESS UPON YOU, THE UNJUST RETURN BY THESE RENEWABLE RESOURCE INDUSTRIES WHO BOAST OF CLEAN ENVIRONMENT, WHO BOAST OF PLANNED HARVESTING, AND RE-FORESTATION METHODS, WITH PRODUCTION GUARANTEED IN PERPETUITY.

REVIEW THE FACTS AND STATISTICS; COMPARE THE BENEFITS AND THE RETURN WE IN EAR FALLS RECEIVE, WITH THOSE OF THE MINING INDUSTRY, WHOSE RESOURCES ARE SLOWLY, BUT SURELY DEPLETING.

MR. COMMISSIONER, WE ARE NOT PLEASED WITH THIS INEQUITABLE DISTRIBUTION OF INDUSTRIAL ASSESSMENT.

MUNICIPAL GOVERNMENTS ARE PLANNING THEIR COMMUNITIES FOR TODAY, AND FOR THE FUTURE. OUR FUTURE DEPENDS ON THE ECONOMIC DEVELOPMENT OF THE FOREST RENEWABLE RESOURCE INDUSTRY.

WE MUST PROVIDE FOR ADEQUATE HOUSING, SCHOOLS, MEDICAL FACILITIES, UTILITIES AND RECREATION. WE MUST PROMOTE AND ATTRACT PROFESSIONALS AND EMPLOYEES FOR MEDICAL, FOR SOCIAL, AND FOR CULTURAL DEVELOPMENT, AND FINALLY, WE MUST PROMOTE AND ATTRACT INDUSTRY.

MINING COMPANIES HAVE FOR YEARS BUILT AND SUPPORTED THEIR RESPECTIVE COMMUNITIES, BOTH DIRECTLY AND INDIRECTLY, THROUGH TAXES. WITH THE MINING INDUSTRY, THE END IS INEVITABLE WITH THE DEPLETION OF THEIR RESOURCES. FOREST PRODUCTS, BEING A RENEWABLE RESOURCE, SHOULD HAVE PLANNED PROGRAMS TO SUPPORT THEIR COMMUNITIES IN PERPETUITY. MUNICIPAL GOVERNMENTS SHOULD BE CONSULTED ON ROAD CONSTRUCTION PROPOSALS TO ACCOMMODATE ALTERNATIVE INDUSTRIAL DEVELOPMENT, INCLUDING, BUT DEFINITELY NOT LIMITED TO:

- A) HARVESTING OF OTHER SPECIES OF TIMBER
- B) TOURISM
- C) MINING AND EXPLORATION
- D) COMMERCIAL FISHING AND PROCESSING

AS IS THE CASE WITH THE MINING INDUSTRY, MANAGEMENT OF FOREST PRODUCTS INDUSTRY SHOULD MEET WITH MUNICIPAL COUNCILS ON A REGULAR BASIS TO DISCUSS THE NEEDS OF THE COMMUNITIES IN THE AREA FROM WHICH MATERIALS ARE HARVESTED.

FOR YEARS I HAVE STRESSED THE NEED TO PRACTICE AND TO HAVE

DECEMBER 2, 1982

ENFORCED "MULTI-USE OF THE RESOURCE AREA", COMPATIBLE AND SPIN-OFF INDUSTRIES SHOULD BE DISCUSSED, PLANNED AND DEVELOPED NOW, NOT LEFT UNTIL THE INEVITABLE CRISIS STRIKES.

WE REQUIRE AND REQUEST DEVELOPMENT BY THE FOREST PRODUCTS INDUSTRIES IN OUR AREA TO PROVIDE MORE DIVERSIFIED JOB OPPORTUNITIES FOR OUR EXISTING WORK FORCE AS WELL AS FOR THE FUTURE YOUNG MEN AND WOMEN OF EAR FALLS, SOON ENTERING THE WORK FORCE. WE SHALL NEVER REACH A POPULATION NECESSARY TO JUSTIFY THE VARIOUS AMENITIES AVAILABLE AND TAKEN FOR GRANTED ELSEWHERE, IF OUR SONS AND DAUGHTERS MUST LEAVE OUR COMMUNITIES FOR GAINFULL EMPLOYMENT ELSEWHERE. WE REQUEST AND DEMAND THIS RIGHT FROM INDUSTRIES HARVESTING IN, AND HAULING, OUR RESOURCES FROM OUR COMMUNITIES FOR TOTAL PROCESSING ELSEWHERE.

EAR FALLS COUNCIL WISHES TO FORMALLY OBJECT TO THE ISSUANCE OF A LICENCE TO ANY COMPANY, FOR ANY ADDITIONAL CUTTING LIMITS OR RIGHTS UNTIL ALL TERMS AND CONDITIONS OF A MEMORANDUM OF UNDERSTANDING DATED OCTOBER 26TH, 1976 BETWEEN REED LIMITED AND THE GOVERNMENT OF ONTARIO HAVE BEEN SATISFIED; SATISFIED WITH THE PROVINCIAL GOVERNMENT, WITH THE APPLICABLE MUNICIPAL GOVERNMENTS, AND WITH THE CITIZENS OF NORTHWESTERN ONTARIO. WHILE THIS CONCERN HAS BEEN PREVIOUSLY DOCUMENTED AND FILED WITH THE APPROPRIATE AUTHORITY, WE WISH TO FURTHER REINFORCE AND SUBSTANTIATE OUR POSITION.

is it
terms
and
conditions
are you
referring to ?

THERE HAS BEEN CONCERN EXPRESSED BY THE TRI-MUNICIPAL COMMUNITY OF BALMERTOWN, EAR FALLS AND RED LAKE REGARDING THE ASSIGNMENT TO GREAT LAKES FOREST PRODUCTS OF ALL RIGHTS, TITLE AND INTEREST IN A 19,000 SQUARE MILE TIMBER LIMIT PREVIOUSLY NEGOTIATED BETWEEN REED LIMITED AND THE PROVINCE OF ONTARIO UNDER THE MEMORANDUM OF UNDERSTANDING DATED OCTOBER 26TH, 1976.

BY RESOLUTION NUMBER 294 DATED DECEMBER 31st, 1976 COUNCIL RELAYED SUPPORT OF THE REED LIMITED PROPOSAL TO CERTAIN MINISTERS OF THE ONTARIO CABINET, AND IMMEDIATELY PROCEEDED WITH PLANS TO ACCOMMODATE THIS MULTI-MILLION DOLLAR DEVELOPMENT IN OUR COMMUNITY. LAND WAS MADE AVAILABLE FOR RESIDENTIAL, COMMERCIAL, LIGHT INDUSTRIAL, HIGHWAY COMMERCIAL, RECREATION AND RELATED DEVELOPMENT.

POTENTIAL DEVELOPERS AND INVESTORS WERE SWOOPING INTO EAR FALLS WITH VARIOUS DEVELOPMENT PROPOSALS. COUNCIL RETAINED CONTROL OF LAND TO CURB SPECULATION AS WELL AS TO CONTRACT CERTAIN UTILITY DEVELOPMENTS AND AVOID CONTRACTOR'S EXCESSIVE PROFITS. MEETINGS WITH REED LIMITED OFFICIALS CONFIRMED TO COUNCIL THAT THE PROVISIONS OF THE MEMORANDUM OF UNDERSTANDING WOULD BE CARRIED OUT TO THE SATISFACTION OF COUNCIL, CONSISTANT WITH RECOMMENDATIONS OF THE "ACRES STUDY". WATER AND SEWAGE TREATMENT PLANTS WERE EXPANDED, STREETS, HIGHWAYS AND BRIDGES WERE GIVEN PRIORITY PLANNING. VERY SUBSTANTIAL FUNDS (MILLIONS) WERE APPROPRIATED BY THE PROVINCIAL GOVERNMENT AND BY THE MUNICIPALITY IN PREPARATION FOR THIS FOREST PRODUCTS COMPLEX. EAR FALLS WAS READY FOR THE PROPOSED MAJOR DEVELOPMENT. EAR FALLS TODAY, REMAINS READY AND PREPARED FOR ANY MAJOR DEVELOPMENT.

THESE MAJOR EXPENDITURES WERE INCURRED WITH FULL KNOWLEDGE OF, AND BASED ON THE PROTECTIVE CONDITIONS OF THE MEMORANDUM OF UNDERSTANDING AND THE ACRES REPORT.

WHILE ASSESSMENT HEARINGS CONDUCTED BY THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT CURTAILED DEVELOPMENT INDEFINITELY, THERE APPEARED TO BE LITTLE OR NO CONCERN WHEN THE ASSETS OF REED LIMITED WERE SOLD.

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WE ARE NOW VERY CONCERNED OVER THE RIGHTS AND OBLIGATIONS OF REED LIMITED UNDER THE MEMORANDUM OF UNDERSTANDING, HAVING BEEN LEGALLY CONVEYED TO GREAT LAKES FOREST PRODUCTS LIMITED.

WE ARE CONCERNED OVER THE MATTER OF GREAT LAKES CONCENTRATED EFFORTS TO OBTAIN A PORTION OF THE 19,000 SQUARE MILE TIMBER LIMITS REFERRED TO IN THE MEMORANDUM OF UNDERSTANDING.

WE ARE CONCERNED OVER THE PHASING OUT OF THE COLENZO SAW MILL, WHICH WILL BE REPLACED BY A SAW MILL BEING INCORPORATED IN THE NEW DRYDEN COMPLEX.

WE ARE CONCERNED OVER THE EXTRACTION OF TIMBER FROM OUR AREA WITH ALL DEVELOPMENT NOW BEING CONCENTRATED IN DRYDEN.

WE ARE CONCERNED OVER THE DEMANDS PLACED ON HOUSING IN EAR FALLS AND THE LACK OF NEW HOUSING STARTS.

WE ARE CONCERNED OVER THE PRESSURES BY OUR NEIGHBORING COMMUNITY OF DRYDEN, TO HAVE ALL DEVELOPMENT TAKE PLACE IN THEIR TOWN WITH THE MAJOR PORTION OF RAW MATERIALS COMING FROM OUR AREA.

ARE WE TO CONSIDER THE PULP TRUCKS HAULING OUR RESOURCES FROM OUR AREA, THROUGH OUR COMMUNITY FOR PROCESSING ELSEWHERE, A BENEFIT? ARE WE TO CONSIDER THE DEMAND ON OUR LIMITED HOUSING STOCK, CREATING UNWARRANTED INFLATIONARY MARKETS, A BENEFIT?

WE MUST LOOK BACK TO THE MILLIONS OF DOLLARS SPENT IN EAR FALLS IN PREPARATION FOR THE REED DEVELOPMENT NOW SITTING IDLE WHILE ALL DEVELOPMENT IS RE-DIRECTED TO OTHER AREAS, UTILIZING OUR RAW MATERIALS.

MR. COMMISSIONER, WE INDEED ARE CONCERNED. INDUSTRY AND OUR SENIOR LEVELS OF GOVERNMENT MUST BE CONCERNED. WE MUST PROTECT OUR COMMUNITIES AGAINST SITUATIONS AS DES-

CRIBED IN THE "ATIKOKAN STORY". WE MUST PROTECT THE RESOURCES IN OUR AREA TO GUARANTEE OUR OWN LONG TERM VIABILITY.

WE DO NOT AGREE WITH AN EARLIER POLICY WHICH STATED THAT DEVELOPMENT SHOULD ONLY OCCUR IN THE LARGE MAJOR CENTRES. THIS PHILOSOPHY HAS CHANGED AND WE MUST SEE DEVELOPMENT IN ALL COMMUNITIES TO GUARANTEE THEIR EXISTENCE.

WE EMPHASIZE THAT ALL FINAL DECISIONS CONCERNING THE 19,000 SQUARE MILE LIMITS, OR ANY PORTION THEREOF, MUST COME FROM OUR TOTAL PROVINCIAL CABINET, NOT FROM THE POWERS OF INDUSTRY. WE MUST INSIST HOWEVER, THAT ALL DECISIONS EFFECTING NORTHWESTERN ONTARIO BE MADE ONLY AFTER CONSULTATION WITH, AND IN THE INTEREST OF THE PEOPLE OF NORTHWESTERN ONTARIO, ESPECIALLY THOSE MUNICIPAL GOVERNMENTS IN THE SPECIFIC AREA WHERE THE RESOURCES ARE EXTRACTED. IF OUR GOVERNMENT WAS TO MAKE A DECISION TO RELEASE THESE LIMITS OR ANY PORTION OF THEM WITH NO INDUSTRIAL DEVELOPMENT FOR OUR AREA, IT WOULD BE A BLACK DAY AND A REVERSAL OF POLICY OF OUR LOCAL MEMBER AND FOR THE GOVERNMENT OF ONTARIO.

IT WAS NOT TOO LONG AGO WHEN DRYDEN WAS IN A DOOM AND GLOOM SITUATION WHEN THE WABIGOON RIVER CRISES WAS ON, AND THE TOWN MAY BE LEFT WITHOUT A MILL. I BELIEVE THERE WAS A SPECIAL TERM USED TO EXPRESS IT AND I QUOTE, "A DARK CLOUD HANGS OVER DRYDEN". THE CITIZENS OF DRYDEN REALIZED THAT WITHOUT ECONOMIC DEVELOPMENT, THEIR ECONOMIC SECURITY WAS THREATENED. WELL, THAT DARK CLOUD HAS BEEN LIFTED OVER DRYDEN, AND IT'S NOW TIME EAR FALLS AND THE RED LAKE AREA RECEIVED SOME LIGHT.

WE IN EAR FALLS, NEED ECONOMIC DEVELOPMENT TO SECURE THE FUTURE OF OUR AREA, SO I WOULD HOPE THE MAYOR AND CITIZENS OF DRYDEN UNDERSTAND OUR POSITION, AS THEY WERE IN THE SAME POSITION NOT TOO LONG AGO.

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DURING THE ENVIRONMENTAL HEARINGS DEALING WITH THE PROPOSALS OF REED LIMITED, WE HEARD PRESENTATIONS, PETITIONS, BRIEFS, AND PLANNING DOCUMENTS FROM THE PREMIER OF ONTARIO, VARIOUS MINISTRIES FROM BOTH LEVELS OF GOVERNMENT, FROM OUR MUNICIPAL REPRESENTATIVES, FROM UNIVERSITIES, PLANNERS AND NUMEROUS OTHER GROUPS AND INDIVIDUALS.

SOME QUOTES ARE AS FOLLOWS:

- A) "ANY FORESTRY UNDERTAKING INVOLVING THE GROWING, HARVESTING AND MILLING WOOD PRODUCTS, FROM THE 'REED TRACT' WILL BE CONSISTENT WITH MY MINISTRY'S CONCERN FOR: FISHERS, WILDLIFE, RECREATION, MINERAL DEVELOPMENT AND THE GENERAL SOCIAL AND ECONOMIC WELLBEING OF THE AREA."
- B) "THAT THE MUNICIPAL LEVELS OF GOVERNMENT BECOME MORE INVOLVED IN ECONOMIC DEVELOPMENT MATTERS, ESPECIALLY THE FOREST INDUSTRY."
- C) "THAT IN ORDER TO ENSURE THE FINANCIAL AND JOB SECURITY OF NORTHWESTERN ONTARIO, IT BE RECOGNIZED THAT SUBSTANTIAL CONTROL OF AREA RESOURCES IS A RIGHT AND NECESSITY OF THE PEOPLE OF THIS REGION."
- D) "THE CONTROLLED AND JUDICIOUS USE OF THE RESOURCES OFFERS THE MAJOR POTENTIAL, TO ALLEVIATE SOME OF THE SOCIAL AND ECONOMIC DISADVANTAGES FACED BY NATIVE PEOPLES, AND THE ISOLATED COMMUNITIES."
- E) "THAT IN TERMS OF ECONOMIC DEVELOPMENT, IT IS MOST IMPORTANT FOR LOCAL GOVERNMENTS TO MEET AND WORK WITH REPRESENTATIVES OF EXISTING INDUSTRY IN ORDER TO ENSURE THE STABILITY AND COMMITMENT OF THOSE INDUSTRIES TO THE COMMUNITY."

I WAS PLEASED TO HEAR THESE REMARKS. IT WAS GRATIFYING TO HEAR THE EXPERTS AND THE PROFESSIONALS TELL US WHAT WE HAVE BEEN TELLING THEM FOR YEARS!

WE WERE COMFORTED AND APPEASED WITH THIS NEWS. FINALLY THERE

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SHALL BE COMMUNICATION WITH OUR INDUSTRIAL DEVELOPERS. FINALLY WE SHALL HEAR THEIR DEVELOPMENT PROPOSALS; WITH SENIOR LEVELS OF GOVERNMENT, WE MAY PLAN FOR THE FUTURE OF OUR COMMUNITIES AND OF OUR RESIDENT PIONEERS. BUT ALAS, ARE WE BEING KEPT INFORMED? ARE WE BEING BY-PASSED? ARE WE BEING SOLD OUT? ARE WE BEING KEPT AWARE OF, AND INVOLVED IN THE PRESENT FUTURE PLANS OF INDUSTRY? I WOULD SAY NO. WE ARE BACK IN THE DARK.

COUNCIL OF THE TOWNSHIP OF EAR FALLS SUBMITTED A RESOLUTION TO K.D.M.A., PASSED ON FEBRUARY 17TH, 1981 SUGGESTING THE HARVESTING OF OTHER SPECIES OF TIMBER WITHIN THE LICENCED CUTTING RIGHTS, WHICH, ACCORDING TO REQUESTS OF POTENTIAL DEVELOPERS, COULD PROVIDE OTHER MAJOR OR SECONDARY INDUSTRIES. ALTERNATIVES TO ECONOMIC DEVELOPMENT CAN BE HANDLED IN MORE WAYS THAN ONE. THEY MUST ALL BE EXPLORED. NO ECONOMIC ACTIVITY NECESSARILY HAS LIMITED OR UNLIMITED POTENTIAL.

EAR FALLS HAS AN ABUNDANCE OF LAND, TREES, WATER. WE ALSO HAVE HYDRO POWER, NATURAL GAS, RAILROAD, HIGHWAY AND AIRPORT. WE HAVE AN ABUNDANCE OF SERVICED LAND (RESIDENTIAL AND COMMERCIAL, HIGHWAY COMMERCIAL, LIGHT INDUSTRIAL, AND OTHER PROPERTIES). WE SUBMIT THAT IN EXCHANGE FOR THE TREES, THE FOREST PRODUCTS INDUSTRY INVESTIGATE DEVELOPMENT INCLUDING BUT NOT NECESSARILY LIMITED TO:

- A) RESIDENTIAL HOUSING DEVELOPMENT.
- B) TREE NURSERY IN OUR AREA TO ASSURE CONTINUITY OF THE HARVESTING CYCLE.
- C) PLYWOOD, PARTICLE BOARD, WAFER BOARD, ASPENITE PLANT.
- D) METHANOL PLANT.

THESE ARE BUT A FEW IDEAS THAT SHOULD BE EXPLORED.

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EAR FALLS IS DEFINITELY AN ISOLATED COMMUNITY, BUT IT IS A MODERN COMMUNITY, DESIGNED AND PLANNED TO IMMEDIATELY ACCOMMODATE A POPULATION OF UP TO 5,000 WITHOUT SUFFERING ANY RAPID GROWTH PAINS. WE ARE, HOWEVER SUFFERING FROM SLOW GROWTH AS WE WATCH OUR RESOURCES BEING DEPLETED TO THE BENEFIT OF OTHER COMMUNITIES, AND CORPORATIONS OUTSIDE OUR COMMUNITY.

MR. COMMISSIONER, WE ASK YOU TO RELAY OUR MESSAGE TO THE PREMIER AND THE TOTAL GOVERNMENT OF ONTARIO; THAT THE CONDITIONS OF THE MEMORANDUM OF UNDERSTANDING MUST BE RECOGNIZED ON BEHALF OF OUR AREA, BEFORE ANY TIMBER HARVESTING LICENCES ARE ISSUED ON THE REMAINING 19,000 SQUARE MILE LIMIT; THAT TO PROMOTE INDUSTRIAL DEVELOPMENT, ALL CANADIAN COMPANIES BE APPROACHED; AND FAILING ANY DEVELOPMENT FROM THEM, AMERICAN COMPANIES SHOULD BE CONTACTED. FINALLY, THAT EUROPEAN COMPANIES SHOULD BE CONTACTED. THE LIMITS SHOULD REMAIN FROZEN AND ONLY RELEASED IN EXCHANGE FOR DEVELOPMENT IN OUR AREA. IF WE GIVE OUR LAST TRUMP CARD AWAY WITHOUT A DEVELOPMENT CONDITION FOR OUR AREA, I KNOW THE PUBLIC OUTCRY WILL BE GREATER AND MORE INTENSE THAN THE WABIGOON RIVER SITUATION.

OUR COMMUNITY HAS BEEN DEVELOPED AROUND THE MINING INDUSTRY. WE ARE HAPPY WITH THEIR COMMUNITY SUPPORT, HOWEVER WHERE ARE WE LEFT WHEN THE RESOURCES ARE DEPLETED AND THE MINE CLOSES DOWN?

SINGLE RESOURCE TOWNS HAVE, FOR YEARS BEEN SUBJECTED TO "BOOMS" AND BUSTS". EAR FALLS BOASTS IT IS NOT A SINGLE RESOURCE TOWN. WE CAN BOAST OF A FOREST PRODUCTS INDUSTRY, WHICH IN TURN, BOASTS OF IT'S EFFICIENT HARVESTING OF OUR RESOURCES, WHICH WE ARE TOLD, SHALL GUARANTEE (SUBJECT TO MARKETS) HARVESTING OF THIS RENEWABLE RESOURCE IN PERPETUITY; BUT WE MUST HAVE INDUSTRIAL DEVELOPMENT IN EXCHANGE FOR OUR RESOURCES.

REPORTS AND STUDIES FROM VARIOUS SOURCES (UNIVERSITIES, MUNICIPAL ADVISORY COMMITTEE, CHAMBERS OF COMMERCE, ROYAL COMMISSION, AND FROM THE PRIVATE AND CORPORATE SECTOR) HAVE ALL INDICATED AND RECOMMENDED TO US THAT INDUSTRIAL GROWTH MUST TAKE PLACE IN THE NORTH TO SECURE OUR FUTURE. "THE ATIKOKAN STORY" TELLS US THE DIRECTION IN WHICH INDUSTRY SHOULD MOVE. THE NATIVE COUNCILS ARE VOICING THEIR OPINION AND STRESSING THE NEED FOR INDUSTRIAL ECONOMIC GROWTH NOW, IN ORDER TO SURVIVE.

WE RECOGNIZE THE POTENTIAL BENEFITS WE HAVE TO OFFER TO THE FOREST PRODUCTS INDUSTRIES, AND WE SEEK BENEFITS TO OUR ISOLATED COMMUNITIES FROM THE FOREST PRODUCTS INDUSTRY IN RETURN. WE REQUEST DEVELOPMENT BY THE INDUSTRIES IN EXCHANGE FOR THE RESOURCES EXTRACTED FROM OUR AREA.

- 1) HOUSING FOR THE EMPLOYEES BY THE INDUSTRIAL EMPLOYER.
- 2) COMMERCIAL/INDUSTRIAL DEVELOPMENT IN OUR AREA.
- 3) COMMUNICATIONS OPENED WITH FULL DISCLOSURE OF PRESENT AND FUTURE DEVELOPMENT PLANS.
- 4) NO FURTHER LICENCING OF TIMBER LIMITS BE ISSUED UNTIL THESE CONCERNS ARE SATISFIED.
- 5) LICENCING OF 19,000 SQUARE MILE AREA OR PORTION THEREOF. OFFERED TO OTHER CANADIAN COMPANIES, IN EXCHANGE FOR DEVELOPMENT IN OUR AREA.
- 6) AREA OFFERED TO FOREIGN COMPANIES IN EXCHANGE FOR INDUSTRIAL DEVELOPMENT IN OUR AREA.
- 7) WE REQUEST THAT INDUSTRIAL DEVELOPMENT PROPOSALS AND PLANNING BE RELEASED, NOT ONLY TO THE TOTAL PROVINCIAL CABINET, BUT ALSO TO THE COUNCIL OF THE COMMUNITIES INVOLVED.
- 8) WE WOULD RECOMMEND AN INDUSTRIAL DEVELOPMENT CONSULTANT TO INVESTIGATE THE NUMEROUS DEVELOPMENT OPPORTUNITIES AVAILABLE.

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NOW IS THE TIME FOR INDUSTRY AND THE ONTARIO GOVERNMENT TO ASSESS, AND TO GIVE THE REQUIRED ECONOMIC BOOST TO OUR RESPECTIVE COMMUNITIES. SOUND PLANNING, PROMOTION, AND MINIMAL SUPPORTIVE FINANCING MAY WELL SAVE MILLIONS WHEN OUR PRESENT RESOURCES ARE DEPLETED. WE SEE NUMEROUS OPPORTUNITIES FOR DEVELOPMENT IN THE FOREST PRODUCTS RELATED INDUSTRY.

IN CLOSING ON THE TOPIC OF INDUSTRIAL DEVELOPMENT, MR. COMMISSIONER, WE HAVE VOICED OUR CONCERNS OVER AND OVER IN MANY MANY BRIEFS TO GOVERNMENT, THEIR AGENCIES, AND IN MY VIEW, THEY HAVE FALLEN ON DEAF EARS. WE ASK YOU IN THE POWER OF YOUR COMMISSION, TO MAKE OUR VOICES HEARD IN THE MOST AGGRESSIVE MANNER POSSIBLE, AND TO AVOID ANY UNNECESSARY DELAYS.

WILDERNESS PARKS

ON THIS SUBJECT MR. COMMISSIONER, I AM SURE YOU HAVE A TRUCK LOAD OF VIEWS AND IDEAS BOTH FOR AND AGAINST. IN OUR VIEW, THIS IS A VERY SERIOUS MATTER THAT MUST BE ADDRESSED. TO BEGIN, ONE MUST NOT FORGET THE BASICS OF THE BREAD AND BUTTER ASPECTS. THE DETRIMENTAL ISSUES ASSOCIATED WITH THE SETTING ASIDE OF SUCH LARGE TRACTS OF FORESTED LANDS.

THE SETTING ASIDE OF PUBLIC LANDS FOR RECREATIONAL PURPOSES IS OF PRIME IMPORTANCE, BUT THESE LANDS MUST BE FOR A MULTI-PURPOSE USE AND A BENEFIT TO ALL THE PEOPLE, NOT JUST FOR THE SMALL PERCENTAGE WHO WISH TO HAVE A LARGE WILDERNESS AREA IN WHICH TO SIT AND MEDITATE, OR PERHAPS A LITTLE CANOEING OR HIKING. THE CITIZENS OF NORTHWESTERN ONTARIO MUST BE ALLOWED TO HAVE THE GREATEST OF ALL VOICES IN THE PLANNING OF PARKS IN OUR AREA. WHILE WE ASK FOR THOSE IN THE SOUTH TO GIVE US THEIR IDEAS, THEY MUST NOT FORGET THAT WE LIVE, WORK, AND PLAY IN THE NORTH, AND MAKE IT OUR HOME. WE BELIEVE WE

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KNOW AND UNDERSTAND THE NEEDS OF OUR RESPECTIVE COMMUNITIES, AND ARE EVER AWARE OF THE INEVITABLE OUTCOME AND CONSEQUENCES OF POOR PLANNING. HISTORY TENDS TO REPEAT ITSELF. IF OUR CHILDREN ARE TO HAVE AMPLE OPPORTUNITIES FOR EDUCATION, JOBS, AND LIFE STYLES COMPARABLE TO THE VAST MAJORITY OF THE SOUTH, WE HAVE TO BE READY, WILLING, AND ABLE TO ENGINEER AND DESIGN OUR FUTURE.

IN ADDRESSING THE ATIKAKI PROPOSAL FOR THIS REGION, THE AREA SHOULD BE CONSIDERED FOR ITS USE BY THE PEOPLE OF THE WEST PATRICIA. WE MUST NOT SNUB OUT THE POSSIBLE FUTURE OF NEW MINERAL DEVELOPMENTS. OUR PRESENT MINERAL RESOURCES WILL SOONER OR LATER BE DEPLETED. TO BRING NEW MINES ON STREAM, DEVELOPERS NEED TO HAVE THE LANDS TO INVESTIGATE, TO TEST, AND TO DEVELOP.

THE TOURISM INDUSTRY MUST NOT GO UNFORGOTTEN IN THE ATIKAKI PROPOSAL. THE WILDERNESS BUFFS AND CANOEING ENTHUSIASTS MAKE UP A SMALL PERCENTAGE OF THE TOURIST TRADE. TO TAKE AWAY FROM THOSE WHO WISH TO FISH, HUNT, AND TO TRAVEL THROUGH THE OPEN COUNTRY, WOULD BE SELFISH AND TOTALLY UNFAIR.

FOR THE SAKE OF THE ABOVE MENTIONED FEW, WHOSE WILDERNESS DESIRES MAY BE SATISFIED ANYWHERE IN NORTHWESTERN ONTARIO, A GREAT NUMBER OF OTHERS SHALL BE AFFECTED.

- A) PRIVATE AND OUTPOST COTTAGES AND FLY-IN CAMPS.
- B) TRAPPING AND HUNTING.
- C) WILD RICE HARVESTING.
- D) MINING AND EXPLORATION.
- E) LOGGING OR RELATED FOREST PRODUCT USES.
- F) SALES AND SERVICE INDUSTRIES.
- G) PRESSURE ON OTHER AREAS TO SUPPLY THE REQUIRED ANNUAL DEMAND FOR THE FOREST INDUSTRY.

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IF THIS AREA WAS SET ASIDE AS A WILDERNESS PARK, LOSS OF RECREATIONAL BENEFITS, LOSS OF REVENUE TO INDIVIDUALS, AND TO THE AREA, COMPLETE LOSS OF INVESTMENT, CURTAILED DEVELOPMENT, ALL OF WHICH WOULD RESULT IN FURTHER UNEMPLOYMENT.

FOREST PRODUCTS INDUSTRIES REQUIRE VAST AREAS OF FOREST LANDS TO ENSURE AND GUARANTEE THE CONTINUITY OF PRODUCTION. TO REPAY THEIR INVESTMENT COSTS, TO COVER COSTS OF OPERATION, AND FOR CONTINUOUS IMPROVEMENTS TO THEIR PLANTS WITH NEW TECHNOLOGY AND MARKET COMPETITIONS. ANY REDUCTION OR LOSS OF LIMITS IN THE REGION WOULD HAVE A DEVASTATING EFFECT NOT ONLY ON OUR AREA, BUT THE PROVINCE AS A WHOLE.

IN SUMMING UP ON THE PARKS ISSUE MR. COMMISSIONER, IT IS OUR POSITION THAT WE DO NOT SUPPORT THE ATIKAKI PARK PROPOSAL. TOO MUCH VALUABLE TIME AND EFFORT HAS BEEN WASTED IN CONSTANTLY REPEATING OVER AND OVER OUR WISHES, AND THE DISADVANTAGES OF THE ATIKAKI PARK PROPOSAL.

WE ASK, MR. COMMISSIONER, THAT THIS ISSUE BE PUT TO REST ONCE AND FOR ALL, AND LET'S GET ON WITH VALUABLE DEVELOPMENT NECESSARY FOR THIS REGION. PLEASE RELAY THIS TO THE GOVERNMENT OF ONTARIO IN THE STRONGEST POSSIBLE TERMS.

MY NEXT TOPIC IS TO ADDRESS THE TOURISM INDUSTRY OF THE AREA. WE URGE ALL GOVERNMENT DEPARTMENTS TO WORK CLOSELY WITH THE INDUSTRY WHEN FORMULATING NEW POLICIES THAT EFFECT THEIR INDUSTRY. TOO OFTEN THE DECISIONS ARE ALREADY MADE WHEN SOME INPUT IS REQUESTED FROM THE INDUSTRY. THESE PRACTICES HAVE TO BE REVISED, AND MORE INPUT HAS TO BE PROVIDED BY THE INDUSTRY BEFORE NEW POLICIES ARE FORMULATED. JUST RECENTLY A FEW ANNOUNCEMENTS CONCERNING THIS HAVE BEEN MADE, AND WE WELCOME IT. WITH SOUND, REASONABLE POLICIES, THIS INDUSTRY TOO CAN SURVIVE IN PERPETUITY, AND WE FEEL THE

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GOVERNMENT SHOULD BE FOCUSING ON, AND ASSISTING, THE AREA TO PROMOTE AND LOOK TO WINTER RECREATION. WE IN NORTHWESTERN ONTARIO, SUBMIT THE TOURIST SEASON CAN BE DEVELOPED INTO A YEAR ROUND ENTERPRISE.

WE CAN PROMOTE WALKING ON WATER WHILE ICE FISHING, CROSS COUNTRY SKIING, LOOKING FOR A DOWN HILL SKI HILL, AND OTHER RELATED WINTER SPORTS; HOWEVER WE ARE NOT UTILIZING OUR FULL POTENTIAL IN WINTER RECREATION. WE SHOULD BE PROMOTING THE FOREIGN MARKET WITH A MORE VIGOROUS CAMPAIGN IN ORDER TO RECEIVE OUR FARE SHARE OF THAT GROWING SEGMENT OF THE INDUSTRY.

IN LOOKING AT THE MINING INDUSTRIES, WE FEEL MORE EXPLORATION SHOULD BE PROMOTED, ESPECIALLY IN THOSE AREAS WHERE ROCK FORMATIONS SHOW POTENTIAL, AND/OR WHERE PRIOR PROVEN DEPOSITS ARE EVIDENT.

TRANSPORTATION

SMALL COMMUNITIES IN NORTHWESTERN ONTARIO WHOSE PURCHASING POWER IS NOT TOO GREAT, AND BECAUSE OF THEIR GEOGRAPHICAL LOCATION, HAVE BEEN GETTING A RAW DEAL ON TRANSPORTATION COSTS FOR GOODS AND SERVICES.

WE HAVE BEEN SUBSIDIZING THE LARGER URBAN CENTRES. FOR AN ECONOMIC TURN AROUND TO BECOME A REALITY IN OUR DISTRICT, SOME FORM OF TRANSPORTATION SUBSIDY HAS TO APPLY TO THIS REGION. THIS IS A VERY COMPLEX QUESTION MR. COMMISSIONER, AND I ASK THAT YOUR COMMISSION RESEARCH THIS FACTOR TO ITS FULLEST BECAUSE IT WILL BE ONE OF THE LINKS TO OUR FUTURE PROGRESS.

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CONNECTED TO THIS WILL BE COMMUNICATIONS, AND WE STRONGLY BELIEVE IN, AND STRESS THE IMPORTANCE ONTARIO COMMUNICATING WITH OTHER REGIONS OF ONTARIO. COMMUNICATIONS THROUGH THE MEDIA OR BY WHICHEVER MEANS IS USED, SHOULD BE PRODUCED IN THE REGION AND DELIVERED TO THE REGION BY THE REGION.

WE OBJECT TO THE POOR COMMUNICATION LINKS OUR AREA IS RECEIVING THROUGH CBC WINNIPEG, IT IS A CRYING SHAME THAT WE, HERE IN THE HEART OF NORTHWESTERN ONTARIO, HAVE TO DEPEND ON MANITOBA FOR THE MINIMAL OR NO NEWS WE RECEIVE CONCERNING THE ACTIVITIES OF, AND IN, THIS GREAT PROVINCE -- ONTARIO.

THE NEXT TOPIC THAT I WISH TO ADDRESS IS EDUCATION. OUR EDUCATION SYSTEM AND OUR SCHOOLS MUST BE EXPANDED TO ACCOMMODATE THE DEMANDS OF THIS AGE. WE MUST PREPARE OUR CHILDREN TO COMPETE IN THE LOCAL, NATIONAL, AND INTERNATIONAL WORK FORCES, BUT WE CANNOT BUILD SCHOOLS ON SUBSIDIZED HOTEL ROOM ACCOMMODATIONS, NOR ON TEMPORARY TRAILER TYPE UNITS. DEFINITE ASSESSMENT IS THE ONLY ANSWER.

IT IS OUR COUNCIL'S BELIEF THAT OUR CHILDREN DO NOT RECEIVE EQUAL QUALITY OF EDUCATION TO THOSE OF THE REST OF THIS PROVINCE. WE RECOMMEND THAT SMALL NORTHERN SCHOOLS SHOULD RECEIVE A LARGER PER STUDENT GRANT TO COMPENSATE FOR MANY ADDITIONAL AND/OR HIGHER COSTS THAN THOSE OF SOUTHERN ONTARIO, IE. ENERGY, TRAVEL, ETC.

BASED ON THE OBJECTIONS AND UPRISING OF STUDENTS, BOARDS, AND MUNICIPAL COUNCILS OF THIS, AND OTHER NORTHWESTERN ONTARIO COMMUNITIES, WE FEEL THE ISSUES AND INCONSISTANCIES ARE CONFIRMED AND FACTUAL. WE ACKNOWLEDGE AND APPRECIATE THAT THE HONOURABLE MINISTER, BETTE STEVENSON HAS APPOINTED COMMISSIONER ROGER ALLAN TO REPORT ON THESE AND RELATED ISSUES. WE ARE CONVINCED THAT REGIONAL BOARDS IN THE NORTH ARE NOT THE ANSWER, AND THAT A RETURN TO LOCAL SCHOOL BOARDS BE

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EFFECTED. LOCAL ISSUES CAN BE MORE QUICKLY AND MORE EFFECTIVELY DEALT WITH BY LOCAL BOARDS. WE ARE FURTHER CONVINCED THAT THE QUALITY OF EDUCATION, THE QUALITY OF THE SCHOOL FACILITIES, AND THE QUALITY OF SAFETY CAN BE GREATLY IMPROVED BY EFFICIENT AND WISE SPENDING OF THE EXISTING TAX LEVY AND GRANT STRUCTURE. I MUST REITERATE HOWEVER, THAT GRANTS FOR NORTHERN COMMUNITIES MUST BE REVIEWED AND INCREASED TO ACCOUNT FOR HIGHER OPERATING COSTS THAN IS EXPERIENCED IN THE "GOLDEN HORSESHOE", WHERE FUEL, LIGHT, HEAT, TRAVEL, BUS TRANSPORTATION, FREIGHT, ETC., ARE EITHER LESS OR NOT APPLICABLE.

I HAVE TOUCHED ON A FEW OF THE MAJOR ISSUES THAT CONCERN US MR. COMMISSIONER, AND BECAUSE OF OUR LIMITED RESOURCES, HUMAN AND FISCAL DOLLARS, I WOULD LIKE TO INCLUDE WITH THIS SUBMISSION:

APPENDIX "A" SUBMISSION TO RESOURCE DEVELOPMENT
COMMISSION.

APPENDIX "B" SUBMISSION TO THE MINISTRY OF NAT-
URAL RESOURCES ON THE WEST PAT-
RICIA LAND USE PLAN.

IN CLOSING, WE FEEL ALL THE NECESSARY STUDIES HAVE BEEN COMPLETED IN ORDER TO PROCEED, AND THAT ANY PROLONGED FURTHER STUDIES WOULD SURELY BE REDUNDANT, NOT TO MENTION THE ADDED EXPENSE TO THE TAXPAYER. MR. COMMISSIONER, WE KNOW THAT YOUR COMMISSION HAS COME UNDER HEAVY CRITISISM DURING THE COURSE OF YOUR LEADERSHIP AND ALL WE ASK IS THAT YOUR COMMISSION ACT WITHOUT DELAY IN YOUR REPORT TO THE PROVINCIAL GOVERNMENT OF THIS GREAT PROVINCE. WE HAVE ALL READ ENOUGH, TALKED ENOUGH, AND SUBMITTED ENOUGH REPORTS TO PRESENT OUR REVIEWS. ALL WE NEED NOW IS ACTION; SOMETHING THAT WE HAVE NOT BEEN RECEIVING.

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WE ASK THE GOVERNMENT OF ONTARIO, AFTER RECEIVING YOUR REPORT, TO PROCEED WITH THE NECESSARY ECONOMIC DECISIONS FOR OUR AREA. THE ECONOMIC FUTURE OF OUR AREA RESTS WITH THE ONTARIO GOVERNMENT. WE HAVE FAITH THAT OUR UNITED PROVINCIAL CABINET SHALL MAKE THE RIGHT DECISION.

ON BEHALF OF COUNCIL AND THE CITIZENS I HEREBY SUBMIT OUR BRIEF TO YOU MR. COMMISSIONER.

ON BEHALF OF COUNCIL I WANT TO THANK YOU FOR COMING TO EAR FALLS FOR A PUBLIC HEARING AND SECONDLY, FOR GIVING US THE OPPORTUNITY TO PRESENT SOME OF THE MAJOR CONCERNS TO YOU. I WANT TO THANK YOU IN ADVANCE FOR ANY CONSIDERATIONS YOU CAN OFFER.

I WOULD BE MOST PLEASED TO PROVIDE YOU WITH ANY FURTHER INFORMATION OR ASSISTANCE YOUR COMMISSION MAY REQUIRE, AND ONCE AGAIN, THANK YOU FOR LISTENING.

S.R. LESCHUK,
REEVE,
TOWNSHIP OF EAR FALLS.



SUBMISSION
TO
RESOURCES DEVELOPMENT COMMITTEE
THE HONOURABLE LORNE HENDERSON
PROVINCIAL SECRETARY
FOR
RESOURCES DEVELOPMENT
PROVINCE OF ONTARIO

IN THE MATTER OF:
RESOURCES DEVELOPMENT IN NORTHWESTERN ONTARIO
INDUSTRIAL DEVELOPMENT IN EAR FALLS
RESIDENTIAL DEVELOPMENT IN EAR FALLS
LICENCING OF ADDITIONAL TIMBER LIMITS

BY:
COUNCIL OF THE TOWNSHIP OF EAR FALLS
S.R. LESCHUK
REEVE

Mr. Chairman, Members of Cabinet, Commission members, Mayors & Reeves, Press, Ladies & Gentlemen.

I am certainly delighted that the Commission has chosen to come to Kenora (Northwestern Ontario) for one of their meetings. Council and I want to thank you for the opportunity to say a few words today to outline some of our major concerns in Ear Falls and the area.

Also, it being Kenora's Centennial year, we bring greetings to you, Mayor Winkler, Council and to the citizens, from the Township of Ear Falls.

Ear Falls is located in the northwestern corner of Ontario, amidst rivers, lakes, forests and mineral deposits. Our population is 2056, with mining, tourism, forest products and Ontario Hydro being our major industries.

Today I would like to begin on the topic of industrial development for Ear Falls with the forest industry.

Our major industry, the Griffith Mine, employs some 470 people, 39% of the employable work force, and pays approximately \$834,000.00 in municipal taxes, equal to 76%.

Also, we have Great Lakes Forest Products Limited who employs approximately 157 people, equal to 13% of the employable population, and pays approximately \$17,000.00 in taxes, equal to 2%. All other commercial, industrial, service and business operations pay approximately \$243,000.00 in annual taxes, equal to approximate 22%.

One can readily see from the above figures that our renewable resource industries contribute a very small amount of the municipal taxes in exchange for the quantity and value of the raw materials removed from our immediate area. These statistics also show that our local service industries and merchants contribute more to the Ear Falls tax base than some major industries.

We all recognize and accept that forest products are considered a renewable resource industry, but we are aware of, and are constantly reminded of the number of years of the cycle. We must not lose sight of the fact that if industrial development is not effected in those communities in areas where extraction is now concentrated, it shall not necessarily be effected on the second round - 80 - 120 years from now.

Municipal governments are planning their communities for today, and for the future. Our future depends on the economic development of the forest renewable resource industry.

We must provide for adequate housing, schools, medical facilities, utilities and recreation. We must promote and attract professionals and employees for medical, for social and for cultural development, and finally we must promote and attract industry.

Mining companies have, for years, built and supported their respective communities, both directly and indirectly through taxes. With the mining industry, the end is inevitable with the depletion of their resources. Forest products, being a renewable resource, should have planned programs to support their communities in perpetuity. Municipal governments should be consulted on road construction proposals to accommodate alternative industrial development, including, but definitely not limited to:

- a) Harvesting of other species of timber.
- b) Tourism.
- c) Mining and exploration.
- d) Commercial fishing and processing.

We require and request development by the forest products industries in our area to provide more diverse job opportunities for our existing work force as well as for the future young men and women of Ear Falls, soon entering the work force. We shall never reach a population necessary to justify the various amenities available and taken for granted elsewhere, if our sons and daughters must leave our communities for gainful employment elsewhere. We request and demand this right from industries harvesting in, and hauling our resources from our communities for total processing elsewhere.

Ear Falls Council wishes to formally object to the issuance of a licence to any company, for any additional cutting limits or rights until all terms and conditions of a Memorandum of Understanding dated October 26th, 1976 between Reed Limited and the Government of Ontario have been satisfied; satisfied with the Provincial Government, with the applicable municipal governments, and with the citizens of Northwestern Ontario. While this concern has been previously documented and filed with the appropriate authority, we wish to further reinforce and substantiate our position.

There has been concern expressed by the Tri-Municipal community of Balmertown, Ear Falls and Red Lake regarding the assignment to Great Lakes Forest Products Limited of all rights, title and interest in

a 19,000 square mile timber limit previously negotiated between Reed Limited and the Province of Ontario under the Memorandum of Understanding dated October 26th, 1976.

By Resolution No. 294 dated December 31st, 1976 Council relayed support of the Reed Limited proposal to certain Ministers of the Ontario Cabinet, and immediately proceeded with plans to accommodate this multi-million dollar development in our community. Land was made available for residential, commercial, light industrial, highway commercial, recreation and related development.

Potential developers and investors were swooping into Ear Falls with various development proposals. Council retained control of land to curb speculation as well as to contract certain utility developments and avoid contractor's excessive profits. Meetings with Reed Limited officials confirmed to Council that the provisions of the Memorandum of Understanding would be carried out to the satisfaction of Council, consistent with recommendation of the "Acres Study". Water and sewage treatment plants were expanded, streets, highways and bridges were given priority planning. Very substantial funds (millions) were appropriated by the Provincial Government and by the Municipality in preparation for the Forest Products Complex. Ear Falls was ready for the proposed major development. Ear Falls today, remains ready and prepared for any major development.

These major expenditures were incurred with full knowledge of, and based on the protective conditions of the Memorandum of Understanding and the Acres Report.

While the Assessment Hearings conducted by the Royal Commission on the Northern Environment curtailed development indefinitely, there appeared to be little or no concern when the assets of Reed Limited were sold.

We are now very concerned over the rights and obligations of Reed Limited under the Memorandum of Understanding, having been legally conveyed to Great Lakes Forest Products Limited.

We are concerned over the matter of Great Lakes concentrated efforts to obtain a portion of the 19,000 square mile timber limits referred to in the Memorandum of Understanding.

We are concerned over the phasing out of the Colenso Saw Mill, which will be replaced by a saw mill being incorporated in the new Dryden Complex.

We are concerned over the extraction of timber from our area with all development now being concentrated in Dryden.

We are concerned over the demands placed on housing in Ear Falls and the lack of new housing starts.

We are concerned over the pressures by our neighboring community of Dryden, to have all development take place in their town with the major portion of raw materials coming from our area.

Are we to consider the pulp trucks hauling our resources from our area, through our community for processing elsewhere, a benefit? Are we to consider the demand on our limited housing stock, creating unwarranted inflationary markets, a benefit?

We must look back at the millions of dollars spent in Ear Falls in preparation for the Reed development now sitting idle while all development is re-directed to other areas, utilizing our raw materials.

Ladies and Gentlemen, we indeed are concerned. Industry and our senior levels of government must be concerned. We must protect our communities against situations as described in the "Atikokan Story". We must protect the resources in our area to guarantee our own long term viability.

We emphasize that all final decisions concerning the 19,000 square mile limits, or any portion thereof, must come from our total provincial cabinet, not from the powers of industry. We must insist however, that all decisions effecting Northwestern Ontario be made only after consultation with, and in the interest of, the people of Northwestern Ontario, especially those municipal governments in the specific area where the resources are extracted. If our government was to make a decision to release these limits or any portion of them with no industrial development for our area, it would be a black day and a reversal of policy for our local member and for the Government of Ontario.

It was not too long ago when Dryden was in a doom and gloom situation when the Wabigoon River crises was on, and the town may be left without a mill. I believe there was a special term used to express it and I quote, "a dark cloud hangs over Dryden". The citizens of Dryden realized that without economic development, their economic security was threatened. Well, now that dark cloud has been lifted over Dryden, and it's now time Ear Falls and the Red Lake area received some light.

We in Ear Falls, need economic development to secure the future of our area, so I would hope the mayor and citizens of Dryden understand our position, as they were in the same position not too long ago.

During the environmental hearings dealing with the proposals of Reed Limited, we heard presentations, petitions, briefs and planning documents from the Premier of Ontario, various Ministries from both levels of government, from our municipal representatives, from universities, planners and numerous other groups and individuals.

Some quotes are as follows:

"Any forestry undertaking involving the growing, harvesting and milling wood products, from the 'Reed tract' will be consistent with my Ministry's concern for: fisheries, wildlife, recreation, mineral development and the general social and economic well-being of the area."

"That the municipal levels of government become more involved in economic development matters, especially the forest industry."

"That in order to ensure the financial and job security of North-western Ontario, it be recognized that substantial control of area resources is a right and necessity of the people of this region."

"The controlled and judicious use of the resources offers the major potential to alleviate some of the social and economic disadvantages faced by native peoples, and isolated communities."

"That in terms of economic development, it is most important for local governments to meet and work with representatives of existing industry in order to ensure the stability and commitment of those industries to the community."

I was pleased to hear these remarks. It was gratifying to hear the experts and the professionals tell us what we have been telling them for years!

We were comforted and appeased with this news. Finally there shall be communication with our industrial developers. Finally we shall here their development proposals; and with senior levels of government, we may plan for the future of our communities and of our resident pioneers. But alas, are we being kept informed? Are we being by-passed? Are we being sold out? Are we being kept aware of, and involved in the present and future plans of industry? I would say we are back in the dark.

Council of the Township of Ear Falls submitted a resolution to KDMA, passed on February 17th, 1981 suggesting the harvesting of other species of timber within the licenced cutting rights, which, according to requests of potential developers, could provide other major or secondary industries. Alternatives to economic development can be handled in more ways than one. They must all be explored. No economic activity necessarily has limited or unlimited potential.

Ear Falls has an abundance of land, trees, water. We also have hydro power, natural gas, railroad, highway and airport. We have an abundance of serviced land (residential and commercial, highway commercial, light industrial, and other properties). We submit that in exchange for the trees, the forest products industry investigate development including but not necessarily limited to:

- a. Residential housing development.
- b. Tree nursery in our area to assure continuity of the harvesting cycle.
- c. Plywood, particle board, wafer board, aspenite plant.
- d. Methanol plant.

These are but a few ideas that should be explored.

Ear Falls is definitely an isolated community, but it is a modern community, designed and planned to immediately accommodate a population of up to 5,000 without suffering any rapid growth pains. We are, however, suffering from slow growth as we watch our resources being depleted to the benefit of other communities, and corporations outside our community.

We urge the Commission to relay our message to the Premier and the total Government of Ontario; that the conditions of the Memorandum of Understanding must be recognized on behalf of our area, before any timber harvesting licences are issued on the remaining 19,000 square mile limit; that to promote industrial development, all Canadian companies be approached; and failing any development from them, American companies should be contacted. Finally, that European companies should be contacted. The limits should remain frozen and only released in exchange for development in our area. If we give our last trump card away without a development condition for our area, I know the public outcry will be greater and more intense than the Wabigoon River situation.

Our community has been developed around the mining industry. We are happy with their community support, however, where are we left when the resources are depleted and the mine closes down?

Single resource towns have, for years been subjected to "booms and busts". Ear Falls boasts it is not a single resource town. We can boast of a forest products industry, which, in turn, boasts of it's efficient harvesting of our resources, which we are told, shall guarantee (subject to markets) harvesting of this renewable resource in perpetuity; but we must have industrial development in exchange for our resources.

Reports and studies from various sources (universities, Municipal Advisory Committee, Chambers of Commerce, Royal Commission, and

from the private and corporate sector) have all indicated and recommended to us that industrial growth must take place in the north to secure our future. "The Atikokan Story" tells us the direction in which industry should move. The native councils are voicing their opinion and stressing the need for industrial economic growth now, in order to survive.

We recognize the potential benefits we have to offer to the forest products industries, and we seek benefits to our isolated communities from the forest products industry in return. We request development by the industries in exchange for the resources extracted from our area.

- 1) Housing for the employees by the industrial employer.
- 2) Commercial/industrial development in our area.
- 3) Communications opened with full disclosure of present and future development plans.
- 4) No further licencing of timber limits be issued until these concerns are satisfied.
- 5) Licencing of 19,000 square mile area or portion thereof. Offered to other Canadian companies, in exchange for development in our area.
- 6) Area offered to foreign companies in exchange for industrial development in our area..
- 7) We request that industrial development proposals and planning be released, not only to the total provincial cabinet, but also to the Council of the communities involved.
- 8) We would recommend an industrial development consultant to investigate the numerous development opportunities available.

Now is the time for industry and the Ontario Government to assess, and to give the required economic boost to our respective communities. Sound planning, promotion, and minimal supportive financing may well save millions when our present resources are depleted. We see numerous opportunities for development in the forest products related industry.

Atikaki Wilderness Park -

During 1977-78 Council of the Township of Ear Falls held several meetings on this matter. By resolution number 1, the Ear Falls - Perrault Falls Chamber of Commerce objected to the Atikaki Wilderness Park proposal. A resolution objecting to the Atikaki Wilderness Park proposal was passed with a unanimous vote of the Ear Falls Council. A similar resolution was presented to the Tri-Municipal Committee (Balmertown, Ear Falls, Red Lake) and was passed. The resolution was then submitted and presented to the Kenora District Municipal Association and was passed.

It was then presented at the Northwestern Ontario Municipal Association during May 1978 convention, and here too, was passed.

We have correspondence from various ministries of the Ontario Cabinet dating back to 1977 which include the fact that the recommendations of the Atikaki group were not acceptable.

While endeavoring to keep my remarks short and consise, I must emphasise here today that I know of only one person supporting the Atikaki dream, while on the other hand we have objections from:

- 1) The position taken by the Ontario cabinet since 1977.
- 2) The forest products companies, their employees, contractors and sub-contractors.
- 3) Chambers of Commerce.
- 4) Businessmen's Associations.
- 5) Tourist Outfitter's Associations.
- 6) Ontario Wild Rice Producers Association.
- 7) Balmertown - Ear Falls - Red Lake Tri-Municipal Committee, the Madsen Local Services Board, and our individual municipal councils.
- 8) Kenora District Municipal Association
(13 member municipalities)
- 9) Northwestern Ontario Municipal Association
(47 member municipalities)
- 10) And we are aware of other special interest groups, individuals, and even service clubs who have absolutely no interest in and no support for, the Atikaki Park proposal.

Seriously, we have one known individual supporting a cause that is objectionable to all citizens and all municipalities of Northwestern Ontario. We have given Mr. Wermonger many, many, many hours of our valuable time. We have all stated both privately and publically that we are not interested in his wilderness park proposal. We are here today to promote industrial development, not lose it. There are thousands of miles of wilderness canoe routes in Northwestern Ontario. Roads are being planned to benefit existing municipalities, existing and subsequent further resource development by industries. Let us support our major industries, who can, in turn, give the necessary support to our communities.

The West Patricia Land Use Plan background information states, quote, "The demand for forest products is continuing to increase and is expected to continue into the future...." ".....withdrawals of land for Provincial Parks and other uses may reduce the amount of land available for future harvest."

Now is the time to put this unwanted, unwarranted, and ridiculous proposal to rest - permanently, and let's get on with development.

The municipalities of Northwestern Ontario have recognized this factor, and have relayed their concern and directive to the Ontario Cabinet. The Ontario Government has the mandate and it has the authority. A decision must now be made, and it must, and shall be final.

Tourism is fast becoming number two industry. Yet, we hear of tourist developers in our communities who have been refused funding over some technical policy of the day. Are the municipal councils consulted prior to a similar refusal? On these matters, we, as municipal governments must be consulted on development proposals affecting our individual communities.

Some corporations have provided industrial development consultants to work with communities to provide alternative resource development. This may be considered a fair step in a positive direction.

I would like to add at this time that we have very strong reservations on the proposed lottery system for moose licences.

Mine exploration should be promoted, especially in those areas where rock formations show potential, and/or where prior proven deposits are evident.

In the field of transportation, small communities whose purchasing power is not too great, have for years, subsidized larger urban centres.

We also believe in, and stress, the importance of communications with Ontario, in Ontario, by Ontario, and/or local news produced in the region, for the region, and to every extent possible, by the region.

Our educational system and schools must be expanded to accommodate the demands of this age, and to prepare our children to compete in the local, national, and international work forces. We cannot build schools on subsidized hotel room accommodations, nor on temporary trailer type units.

In the field of health delivery systems, remote communities are penalized due to lack of facilities. While our citizens pay the identical O.H.I.P. fees, we must travel great distances, and lose one or two shifts from work to obtain specialist assessment or treatment in the large centres. We see the need for improved hospital facilities and expansion to our medical centres/clinics to provide space for travelling specialists.

We feel all the necessary studies have been completed in order to proceed, and that any further studies would surely be redundant, not to mention the added expense to the taxpayer. We ask the Government of Ontario to proceed with the necessary economic decisions for our area. The economic future of our area rests with the Ontario Government. We have faith that our united Provincial Cabinet shall make the right decision.

On behalf of Council, citizens and developers, I hereby submit our brief. I want to thank you for the opportunity to present some of our major concerns, and I thank you in advance for any considerations you can offer. I would be most pleased to provide further information or assistance to the government and to industry if required.

Respectfully submitted,

S.R. Leschuk,

Reeve,

Township of Ear Falls.

JUNE 14, 1982

MINISTRY OF NATURAL RESOURCES REPRESENTATIVES,
LADIES & GENTLEMEN.

I AM CERTAINLY PLEASED THAT THE MINISTRY OF NATURAL RESOURCES HAVE COME TO EAR FALLS TO HOLD THEIR 2ND OPEN MEETING CONCERNING THE WEST PATRICIA LAND USE PLAN. COUNCIL WANT TO THANK MR. ALFRED ALLIN FOR HIS PRESENTATION TO THE MINISTRY ON OUR BEHALF. MANY OF THE ITEMS DISCUSSED HERE TODAY ARE NOT NEW, AND HAVE BEEN PRESENTED BY US TO THE GOVERNMENT OF ONTARIO MANY TIMES IN THE PAST.

TODAY, ONCE AGAIN, I WOULD LIKE TO EMPHASIZE TO THE MINISTRY OF NATURAL RESOURCES THAT WE MUST INSIST THAT ALL DECISIONS EFFECTING OUR AREA BE MADE WITH THE TOTAL CONCERNS, AND IN THE BEST INTERESTS OF, ALL THE CITIZENS AND MUNICIPAL GOVERNMENTS IN THE RESPECTIVE REGION.

IN SHORT, TO INVOLVE:

- A) NORTHERNERS IN ALL FINAL DECISIONS.
- B) THE RIGHT THAT ALL NORTHERNERS HAVE TO MAKE DECISIONS ABOUT ECONOMIC DEVELOPMENT IN THEIR LOCAL BEST INTERESTS.
- C) PLANNING FOR NORTHWESTERN ONTARIO, BY THE PEOPLE WHO LIVE, WORK, AND FIND RECREATION IN THE RESPECTIVE RESOURCE AREAS OF NORTHWESTERN ONTARIO.

MUNICIPAL GOVERNMENTS ARE PLANNING THEIR COMMUNITIES FOR TODAY, AND FOR THE FUTURE. OUR FUTURE DEPENDS ON THE ECONOMIC DEVELOPMENT OF THE FOREST RENEWABLE RESOURCE INDUSTRY. EAR FALLS MAINTAINS THAT THE TERMS AND CONDITIONS OUTLINED IN THE MEMORANDUM OF UNDERSTANDING SIGNED OCTOBER 26TH, 1976 BETWEEN REED LIMITED AND THE GOVERNMENT OF ONTARIO MUST REMAIN INTACT WITH ALL FUTURE DEVELOPMENTS CONCERNING THE 19,000 SQUARE MILE LIMIT, BE INCORPORATED INTO THE WEST PATRICIA LAND USE PLAN. IMPLEMENTATION OF THE TERMS AND CONDITIONS OF THIS DOCUMENT WILL GUARANTEE THE LONG TERM ECONOMIC STABILITY OF OUR AREA, AND SHALL REINSTATE CONTINUITY OF MUNICIPAL PLANNING AS WELL AS UTILIZING THE MAJOR EXPENDITURES UNDERTAKEN TO DATE TO ACCOMMODATE INDUSTRIAL EXPANSION.

IN THIS RESPECT, THE COUNCIL OF THE TOWNSHIP OF EAR FALLS AND THE TRI-MUNICIPAL COMMITTEE OF BALMERTOWN, RED LAKE, MADSEN LOCAL SERVICES BOARD AND EAR FALLS SUPPORT THE PROPOSED ACCESS ROAD PLAN "B" SUBMITTED BY BOISE CASCADE TO THE MINISTRY OF NATURAL RESOURCES FOR DEVELOPMENT INTO THE LONG LEGGED (PAKWASH) LIMITS AND INTO THE MINAKI CROWN LIMITS.

COUNCIL OF THE TOWNSHIP OF EAR FALLS SUPPORT THE MULTIPLE USE CONCEPT OF LANDS IN OUR AREA. THE TOWNSHIP OF EAR FALLS AND THE TRI-MUNICIPAL COMMITTEE ONCE AGAIN STRONGLY OBJECT TO THE ALIENATION OF LANDS FOR OTHER USES.

OUR CONCERNS AND OBJECTIONS HAVE BEEN MADE SEVERAL TIMES TO THE GOVERNMENT OF ONTARIO CONCERNING THE PROPOSAL OF THE ATIKAKI WILDERNESS PARK. WE REQUIRE MAXIMUM USE OF ALL OUR AVAILABLE RESOURCES. WE HAVE REPEATEDLY STRESSED MULTI-USE OF THE RESOURCE LANDS. A SINGLE USE, NON-PRODUCTIVE AREA WITH NO REVENUE GENERATING CAPABILITIES, WITH NO EMPLOYMENT POTENTIALS, CANNOT BE TOLERATED AND SHALL NOT BE ACCEPTED IN AN AREA SUCH AS OURS.

TODAY I WANT TO SAY THAT OUR VIEWS AND POSITIONS HAVE NOT CHANGED ON THE SUBJECT MATTER, AND WE DO NOT SUPPORT THE ATIKAKI WILDERNESS PARK PROPOSAL. I HAVE ATTACHED TO OUR PRESENTATION TODAY, AS APPENDIX "A", A COPY OF THE STATEMENT GIVEN TO THE RESOURCES DEVELOPMENT COMMITTEE A FEW MONTHS AGO FOR YOUR INFORMATION, AND I WOULD ASK THAT THEY BE INCLUDED IN THE OFFICIAL RECORDS HERE TODAY.

IN CLOSING, ON BEHALF OF COUNCIL AND CITIZENS, I WANT TO THANK THE MINISTRY FOR COMING TO EAR FALLS TO LISTEN TO OUR CONCERNS AND CERTAINLY WANT TO EXTEND TO THE MINISTRY OF NATURAL RESOURCES ANY FUTURE HELP OR ASSISTANCE THEY MAY REQUIRE FROM US.

S.R. LESCHUK,
REEVE,
TOWNSHIP OF EAR FALLS

Rec'd Dec. 2/82

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ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

EAR FALLS - PERRAULT FALLS TOURIST OUTFITTERS ASSOC. SUBMISSION

The Ear Falls - Perrault Falls Outfitters Association would like to go on record with the Royal Commission of the Northern Environment as concurring with the idea expressed by Mr. Gethen regarding the necessity to review the granting of the Exemption for the Ministry of Natural Resources Order made under the Environmental Assessment Act, 1975.

Regarding the recommendations for the management of timber reserves, however, it is felt that mention of specific distance criteria is premature. The use of these distances criteria which were recommended by the Affleck Guidelines do not adequately protect nor preserve the nature of the Tourist Outfitter Industry North of the 50th Parallel. The Northern Ontario Tourist Outfitters Association, NOTO, our Northern Ontario umbrella association has submitted to the Ministry of Natural Resources, for review, a counter proposal to the Affleck Guidelines, which in effect addresses the inadequacy of the present interpretation of these distance criteria.

Andrea Langford
Box 68
Ear Falls, Ontario

EAR FALLS PERRAULT FALLS OUTFITTERS
ASSOCIATION

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The Commission has requested that submissions presented take the vein of creative, constructive criticism. The Ear Falls - Perrault Falls Outfitters are responsible for helping the Kenora District Campowners Association submission research the Environmental Assessment Act and the Exemption as it applies to the Ministry of Natural Resources. Our organization has attempted, for the past several years, to use the Affleck guidelines to protect our industry locally, with only limited success, therefore the challenge to these distance criteria is imperative.

We can only hope that in your final report, the Commission will recognize the world-class potential for tourism in your area of jurisdiction and will weigh our requirements carefully, along with the needs of other interest groups.

Rec'd Dec. 2/82

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A Presentation To The "ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT"
At Ear Falls Ontario, On Thursday December 2nd 1982.

By: Wm. Allen Geary, Jr., President,
Geary's Sportsman's Lodge Ltd., Little Vermilion Lake, and
South Trout Lake Camp and associated outposts, and
Sky-North Ltd., a commercial charter airways based at Red Lake
and serving the aforementioned camps.

My warmest welcome to you Mr. Commissioner, and your staff. Thank you for
coming into our area and giving us this opportunity to express our views.
I hope that through you we will find a vehicle to bring our views and
indeed our needs to our all too distant government policy makers, and that
these views and needs will be solidly entrenched in all future policies
affecting our area and our lives.

I found out about these meetings when I phoned home this past Sunday. My
wife and I were away on a very necessary, lengthy, and strenuous business
trip in the United States. Feeling it was very necessary to attend these
meetings, I left considerable business unfinished and arrived home late
Tuesday night. I unfortunately missed all but approximately the last two
hours of Tuesday's proceedings, and I am rather disappointed that I was
unable to have this presentation available yesterday in Red Lake.

I am even more appreciative of your allowing me this later presentation
here in Ear Falls. I believe this demonstrates your sincere appreciation
of our concerns, and your definite intent to bring all interested parties
views, suggestions, and recommendations to our Provincial Government.

From the outset I might advise that, I am a natural born Canadian citizen,
born in York County Toronto in 1933. I have resided in Red Lake since 1946.
My parents built Geary's Red Lake Lodge in 1949. I convinced my parents
to build an outpost on Little Vermilion Lake in 1949, which I operated for
my parents while also assisting at their Lodge. I married a Red Lake girl
in 1955. We have raised five children in Red Lake. We built and have
operated Sportsman's Lodge on Little Vermilion Lake since 1959, and our
five children have all grown up at our Lodge. Our oldest daughter married
a local boy, and our first grandchild was born in Red Lake last March 28th.

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Royal Commission on the Northern Environment

December 2nd 1982.

I have over thirty-four years direct involvement in the tourist industry in Red Lake. This is most assuredly our home ! We feel much love, respect and appreciation for this area, and in particular Little Vermilion Lake which has been the major part of our lives. Perhaps "outsiders" cannot understand it, but we don't want to see our country, our industry, and our way of life ruined ! We have, and will continue to fight for the recognition of our rights in this area, and the preservation of our life-styles.

I attempted to incorporate into this presentation excerpts from over four hundred pieces of correspondence in my files, principally concerning forest cutting operations and access roads in the Little Vermilion Lake, Nungesser Lake and Trout Lake area, as well as throughout this district. This correspondence dates back to one of my original briefs to the M.N.R. of April 23rd 1975, up to my most recent letter to the M.N.R. dated November 8th 1982. There are also many other briefs by interested parties, minutes and notes of many meetings with the M.N.R. which I have attended over the last ten years or so, several letters and telexes to various Ministers, and including a very considerable amount of input by our Red Lake District Chamber of Commerce's "Ad Hoc Committee" which was struck last December 10th with a mandate for the preservation of our fly-in fishing & hunting industry.

As I sorted through this huge pile of correspondence and made notes, I was also thinking of other presentations, and recalling various meetings and discussions with other users of our resources. The amount of rhetoric has been rather overwhelming ! But as I reflected on it I have reached some very definite conclusions.

I am very weary of all the discussions that seem to be leading nowhere. I assume many other people are also very weary and perhaps might be ready to throw in the towel - which of course would be a terrible mistake because that is what has been expected by certain participants in this tedious drawn out exercise ! What we need is ~~to~~ understanding of this exercise. I have singled out what I believe to be our single most major problem. I don't pretend to have all the answers, but I feel that we can find them. I then scrapped over six pages of my rough draft of this presentation !

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I believe that all of us have touched on our major problem. I also believe that we have all been close to providing the answers.

I believe that our major problem is our southern based government, and in particular that the government of Ontario has entrusted far too much power to the Ministry of Natural Resources, and that the M.N.R. are definitely abusing that power !

It may be possible that some M.N.R. employees have not yet realized this fact and perhaps should not be tarred with the same brush as those in the M.N.R. who have recognized it and revel in the power they exercise over all of us with little regards for the consequences because they feel that they are the untouchables.

I believe that the Ontario M.N.R. are the worst administrators in Canada, and possibly anywhere else ! I believe that we are often mis-led, deceived, over-looked, perhaps even lied to, and individually discriminated against, harrassed & abused by the M.N.R. - to say nothing of their propaganda tactics, or their divide and conquer techniques.

I don't believe the M.N.R. has demonstrated sufficient awareness of our various problems and needs, nor offered responsible considerations, nor been able to come up with respectable policies, whereas they have in fact rottled proper usage and developement so as to kill free enterprise, and are a tremendous waster and drain on our hard earned tax dollars and our resources !

Until we all face and solve this major problem we are not going to satisfy all the users as is possible, because the M.N.R. is not capable of managing our interests ! If we want self-determination about what we want our future to be, we must demand it ! We must fight damned hard for it !! We must not continue to stick our heads in the sand !!

After listening to several of these presentations, and listening at many other meetings, I believe there is a way to compromises and thus agreements

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December 2nd 1982.

between the park advocates, tourist camp operators, timber harvesters, mini interests, native people, white residents, trappers, commercial fisherman, and any other users of the resources. But it seems that the M.N.R. wishes impose their will and continue to create confusion, divisions, hard feeling hostilities, and ultimately I fear destruction for one, part of, or for all of the users !

I have heard nearly every single user express dissatisfaction with the M.N.R. I have heard nearly every single user express their respect of the needs of the other users, and I believe a very strong desire to preserve a respectable portion of our wilderness environment for everyone to enjoy.

Rather than chance destruction of traditional users of our resources, together we must form a "multiuse policy" with compromises to accommodate each users needs ! I have witnessed so much time shamefully wasted while everyone keeps telling everyone else where they disagree with their views, or what the other should do - instead of respecting each others needs and focusing on a truly comprehensive package to best satisfy every user !

I say let us the users determine our destiny in our area - not the government, not the south, and certainly not M.N.R. !! Let the beaurocracy get back to being public servants as they where originally formed to do. Let the M.N.R. be a regulatory center, an information center, a distribution center, but not a center imposing their misguided wills. Since others have touched on drop these damned marketing boards, and let all of the beaurocracy become a more productive part of the new system as opposed to being such a destructive part of our current system !

Now I wish to pull in my horns and get back to something else. In our area our tourist industry is very unique. According to an M.N.R. survey (if we still place any confidence in M.N.R. surveys !) out of 71 Base Camps and 114 outposts in the Red Lake area, over one-half of these Base Camps are Fly-Ins ! Comparatively, out of 35 Base Camps and 120 outposts in the Sioux Lookout area, only "two" Base Camps were Fly-Ins ! This should definitely

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monstrate that the Fly-In Fishing & Hunting Tourist Industry in the Red
ke area is in fact very unique, and the values to be protected as
ntioned in the Affleck Report (an M.N.R. document !) are far more extensive
the Red Lake area. This message must be conveyed to the Ontario Government
I certainly our M.N.R. at every opportunity !

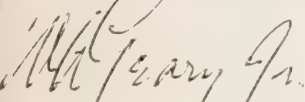
closing I fully support the presentation of our Red Lake District Chamber
Commerce's Ad Hoc Committee's for preservation of our Fly-In Fishing and
ting Industry through no increase in accessibility, by demanding a one
e (2 kilometer) no roads, no cut zone around three identified lakes,
ely Nungesser Lake, Little Vermilion Lake, and Trout Lake, with similar
tection for the rivers or streams leading into or out of these lakes, and
ould add that cutting in this one mile zone may only be permitted after
sultation and agreement had been reached as to type of cut, timing of cut,
., between the timber harvester and the affected camp operator, and
ould ask that these zones be identified as "Primarily Commercial Fly-In
rist Use" and

other use must be completely compatible with the specifically identified
pose of the zones, and
t interested parties of our District Chamber of Commerce, such as our
thy Ad Hoc Committee be allowed to participate in any consultation and
reement meetings with other users such as the timber harvesters.

Commissioner and staff, I thank you again for listening to my present-
on.

finally - I applaude and sincerely thank our hard working Ad Hoc Committee,
in particular the diligence of Mr. Pat Sayeau and Mr. D'Arcy Halligan.

pectfully submitted,


Allen Geary, Jr.

Rec'd DEC 1982

413 S. Market St.
Thunder Bay Ontario
P7E 1N4
November 30, 1982

al Commission on the Northern Environment
City Square
Front River Rd. - Suite 201
Thunder Bay P7B1A5, Ontario

Mr. LeSauvage,

Thank you for the opportunity to comment on the Land Use Planning
Ontario.

My husband, myself and our children enjoy using our provincial
parks and conservation areas on a regular basis. My husband is with Ontario
and we have lived in various parts of the province and have always used
the parks at hand. We have lived in Thunder Bay three and a half years now
and have visited most of the parks and conservation areas within a few hours of
the city. We wish there were more parks to visit, especially along Lake Superior.
We would like to have more access to the miles of land (a lot of it uninhabited)
surrounding us. We camped out to the Rockies for three weeks this
summer and used provincial and national parks all the way. It was the
best holiday our family has ever had. Without the parks to camp in, we
could not have afforded a trip like that.

Thank you for the chance to speak about our love for Ontario's
parks and lands.

Sincerely,
the Yule family
Robin, Janice, Emily & Garth

413 S. Marks St.
Thunder Bay, Ontario
P7E 1N4
November 30, 1982

Royal Commission on the Northern Environment
Arthur Square
215 Red River Rd. - Suite 201
Thunder Bay P7B 1A5, Ontario

Dear Mr. Le Sauvage,

Thank you for the opportunity to comment on the Land Use Planning for Ontario.

My husband, myself and our children enjoy using our provincial parks and conservation areas on a regular basis. My husband is with Ontario Hydro and we have lived in various parts of the province and have always used the parks at hand. We have lived in Thunder Bay three and a half years now and have visited most of the parks and conservation areas within a few hours of the city. We wish there were more parks to visit, especially along Lake Superior. We would like to have more access to the miles of land (a lot of it uninhabited) surrounding us. We camped out to the Rockies for three weeks this summer and used provincial and national parks all the way. It was the best holiday our family has ever had. Without the parks to camp in, we could not have afforded a trip like that.

Thank you for the chance to speak about our love for Ontario's parklands.

Sincerely,
the Yule family
Robin, Janice, Emily &
Garth

Northern Environment
261 Third Ave
Simmons Qut,
P4N, 1E2.

Rece'd
NOV 25 1982
Cochran Qut
Box 102 P.O. 100
Nov. 24/82

Dear Madam,

In answer to your
letter of Nov 8/82. on my views & experiences
on decision making on Resource
development Ontario North 50.
In the last 60 years I notice the
speckle trout are disappearing in
many of the streams & creeks and
rivers, in areas north & south of
Ontario 50.

An area north of the C.N.P., and
south of Albany River between
Quebec border on the east and
Fort Hope on the West of Atla.

From my experience maybe I'm right
or wrong but I would like to bring up
point on beaver dams which in my
opinion stops the fish from getting up
to their spawning beds on account of
new dams & old ones in many places
blocking the spawning runs.

Of course you hear that its fished
out that's true too, but I remember the
earlier days, there was trout, now
try and find them only where they are
stocked.

2. There still are a lot of fly fishermen
would like to find a good trout
stream but they are now far and few
between.

If a way could be found to make
fish ladders that the beaver could
block again would help to bring
back speckle trout in many
streams, in mentioned area.

If the ~~tourist~~ tourist outfitters and
trappers ~~were~~ would learn the
possibilities from the fish ladder
effect confident that a new ~~species~~
spirit would be brought back to
the fly fisherman. ^{species}

As far as I know the good trout
fishing lies north of the Albany River.
This is just a suggestion which
gives some thought ^{same} as the Hyatt
dams blocking rivers for the sturgeon
we don't see very many of them
any more either.

There are ways to travel and check
out these creek streams that in my
time there have been teemed with trout.
When did they go, even poachers couldn't
make them disappear. That is a loss.

Yours truly
J. R. Anderson

Northern Environment
261 Third Ave.
Timmins Ont.
P4N, 1E2.

Cochrane Ont
Box 102 POL 1C0
Nov. 24/82

Dear Madam

In answer to your letter of Nov 8/82, on my views & experiences on decision making on resource development Ontario North 50.? In the last 60 years I notice the speckle trout are disappearing in many of the streams & creeks and rivers, in areas north & south of Ontario 50.

An area north of the C.N.R. and south of Albany River between Quebec border on the east and Fort Hope on the West of area.

From my experience maybe Im right or wrong but I would like to bring up a point on beaver dams which in my opinion stops the fish from getting up to their spawning beds on account of new dams & old ones in many places blocking the spawning runs.

Of course you hear that its fished out that's true too, but I remember the earlier days, there was trout, now try and find them only where they are stocked.

There still are a lot of fly fisherman would like to find a good trout stream but they are now far and few between.

If a way could be found to make fish ladders that the beaver couldn't block again would help to bring back speckle trout in many streams, in mentioned area.

If the tourist outfitters and trappers would learn the possibilities from the fish ladders I feel confident that a new spirit would be brought back to the fly fisherman.

As far as I know the good speckle trout fishing lies north of the Albany River This is just a suggestion which gives some thought same as the Hydro dams blocking rivers for the sturgeon we don't see very many of them any more either.

There are ways to travel and check out these creek streams that in my time have been teemed with trout Where did they go, even poachers couldn't make them disappear that much.

Yours Truly

Ty Randa

CA-30
- 3000
Rec'd Dec. 6/82



The Ontario Mining Association was pleased to be asked to submit a brief to the Royal Commission on the Northern Environment. On November 23, 1977 - five years ago - the Association made a submission to the Commission, and we ask that that document be accepted as a supplement to this brief.

First, the Association would like to make some general comments.

The population of Ontario is growing rapidly. In 1953, it was about 4 million, currently it is 8.6 million, and in 1993 it will be about 10 million persons. The greatest part of the growth is south of the 45th parallel; in fact, according to the latest census figures, Northern Ontario's population is almost stagnant.

There are possibly 35,000 people (7,000 families) living north of 50°, while 8,565,000 (2,400,000 families) live south of 50°.

The dilemma for governments is that the people in the north may want to retain the best elements of their lifestyle, while the people in the south, not only want, but need, for the maintenance of their lifestyles, the products of the north and the wealth those products bring.

As producers of wealth for the province of Ontario, the mining industry looks at the current situation with alarm. It is not necessary to repeat the gloomy economic statistics that fill the newspapers every day, but a review of certain mining industry statistics would be worthwhile.

In 1981, the province's mineral production was valued at \$4.3 billion, in constant dollars almost unchanged from that of 1976. Preliminary estimates of 1982 production indicate a sharp drop from the 1981 results.

The Ministry of Natural Resources reported that minerals made up about 25 percent of the province's total exports in 1981, compared with 21 percent in 1976. This probably means that manufactured products slipped in importance.

Ontario's metallic mineral production was 37 percent of the Canadian total in 1981, compared with 40 percent 5 years earlier. While in 1976 we led in production of 19 minerals, currently we lead in only 11. Our share of production of copper, zinc and iron ore dropped significantly.

The Association five years ago described eight of its member companies with operations above 50°. Three of those companies have now stopped production, with a significant loss to the local economies. This should be a matter of great concern, not only for the Commission but for Ontario's leaders and the general public.

The point we are making is that the mineral industry is important to Ontario; there is no substitute in sight for its contribution to the financial and physical well being of the people of Ontario - and yet while the industry is bombarded with new regulations and restrictions on its activities, there is no strategic planning by governments aimed at keeping the industry healthy.

Next, to assist the Commission in its investigation into ways of developing resources in an orderly manner with minimal damage to the environment, the Association submits the following:

1. At present, a mining company is affected by 53 Provincial and 33 Federal Acts and Statutes, administered by a large number of ministries and departments. When a mineral development is proposed, one "lead agency" should be designated to coordinate the process of providing information, soliciting responses, and getting approvals. In this way a developer would only have to deal with one Ministry. That Ministry would be able to expedite the process through the complexities of government.
2. To prevent a development from becoming uneconomic through excessive delay, the process should have specific time limits within which government agencies and the public must respond.
3. The approval process should be a flexible one, adapted to and suitable for the specific project for which approval is being sought.
4. Development north of 50° will be primarily mining, forestry and infrastructure. A clear, unequivocal statement by government that such development is wanted, together with strategic and operational planning in support of the statement, would go a long way to encouraging development.

Taxation policies to encourage development are also required - entrepreneurs must be allowed to keep an adequate share of the wealth they create.

5. Every development has an impact. The socioeconomic benefit impact may outweigh the negative environmental impact. One of the responsibilities of the "lead agency" should be to estimate the positive and negative impacts and, after comment by interested parties, include the estimates in the report on the project.
6. In response to the question of strengthening the economic and social base of communities north of 50°, the Association submits that it is unlikely that mining could be used for this purpose unless an orebody is discovered near a community. Benefits from mineral developments accrue to the province as a whole, but a mining community only thrives while the mine exists.

Finally, the Association would like to refer the Commission to a lecture given by Adam H. Zimmerman, Executive Vice-President, Noranda Mines Limited, to the Faculty of Applied Science and Engineering, University of Toronto. This Sixth McParland Lecture was titled "Canada's Rocks and Trees, Myths and Realities". A copy of the text is attached; the Association endorses the points made by Mr. Zimmerman.

Ontario Mining Association
10th Floor, 199 Bay Street
Toronto, Ontario
M5J 1L4

CANADA'S ROCKS AND TREES: MYTHS AND REALITIES

By Adam H. Zimmerman

The title of this lecture was selected in a moment of indecision, if not panic, when the flattery of the invitation had worn off and the reality of the preparation was stark and clear. I have reviewed my predecessors' work at this honoured lectern and each one of them had some pretty clear message from their constituency. This platform concentrated their thoughts and provided an understanding audience. Perhaps for the first time in this series, the lecturer can be seen as speaking for no one, although representing the broad spectrum of resource industries as a director of his own company, Noranda Mines.

Noranda is a major player in mining and metallurgical production, non-ferrous metal manufacturing and all the forest products, along with oil and gas. You will recognize all these activities as ones which are in a presently severely depressed state and indeed, excepting oil and gas, natural resource participants today are, in a way, heading towards liquidation and managing for survival. At first blush, this sounds like a quip, but it is quite literally true — a very curious situation for a resource based, advanced industrial economy, and deadly serious.

This being the case, with so very many people affected, it seemed appropriate to lay on this record, some of the myths and realities. Perhaps if we can spread the word about these, then some greater understanding will ease our future path. Having stated who we are, I then will spend a little time discussing my priority for the 1980's.

For simplicity, I intend to discuss the mineral and forest industries under the heading 'Resources Industries', thus omitting oil and gas, which have been amply covered in previous McParland lectures. Some figures supporting what I say will be appended to the published version of this text. For the gathering of these figures and other material used herein, I am particularly indebted to Messrs. Steve Plumley, David Burnstead and Tom Stinson of our offices.

MYTH — OWNERSHIP AND PROFITS

The first and most general notion abroad about the resource industry is that it is 'rich as hell' makes excessive profits by raping nature and anyway, it's all owned by the Americans'. This general myth has resulted in periodical excessive taxation, an element of environmental harassment, increasing regulatory intrusion and an often unsympathetic public. In fact, it seems to me that often the public simply refuses to believe, no matter

mining — 8½% and forest products — 7½%. These returns compare with average Canada savings bond coupons of just over 8%. The industry returns are derived from Statistics Canada groupings of metal mines and paper, allied industries and forestry. During the seventies, these companies reported earnings of over \$13 billion and cash flow from operations of more than \$24 billion. That's a lot of money, but not so much when you realize that a total of \$16 billion was spent on mineral exploration and renewing, replacing, expanding or establishing producing plants, and another \$3 billion was needed for additional operating working capital. Looked at another way, dividends of \$6½ billion paid by these companies to their shareholders, came, in part, from borrowing.

These dividends were, for the most part, distributed in Canada, as it now appears that 63% of mining and 70% of the forest companies are controlled by resident Canadian individual or institutional shareholders.

I hope, therefore, that these few words have certified that we are talking about a truly Canadian industry that makes a modest — certainly not excessive — profit, and which has been a heavy investor in its Canadian resource base. Indeed, the primary beneficiaries of this investment are the direct employees of whom there are 180,000 in mining and 300,000 in forest products. Using the generally accepted multiplier of these basic jobs of 6, you can see that the well-being of some 2,880,000 Canadians rest on the resource industry — it is the productive core of Canada. It is, as I said, thoroughly Canadian, modestly profitable over wide cycles, and a big investor in Canada.

MYTH — ENVIRONMENTAL DESTRUCTION

Next comes the notion of plundering the environment. This is a convenient sore spot, because no doubt in the early days of the resource industry a lot of that happened. One thinks of reckless, unplanned clearcutting of forests, burning of sulphide ores on the ground and dumping all manner of untreated wastes into the watercourses. Virtually none of this happens any more and the Canadian Resource Industry can be proud of its achievements. I'd like to cite four tender areas, in all of which we can be proud of our achievements, notwithstanding the public press. These areas — acid rain, reforestation, reserves and energy, and our record with them, support my contention that the Canadian Resource Industry is a model for Canadians, putting to shame, amongst others, the worst offender — the householder.

Although everyone concedes that acidic precipitation is an environmental problem to be dealt with, the reality remains that it is not a crisis requiring enormous sums, expenditure of which could cripple a whole industry. I refer, particularly, to the smelting industry, which is being victimized in Canada simply because it consists of such large point sources of SO₂. Notwithstanding, it is a fact that the pH of precipitation has not changed in the past 15 years. During the same period, the annual emissions in eastern

Canada from the smelter sources have dropped from 5½ million tons to about 3 million tons. The background acidity of precipitation originally was believed to be a pH of 5.6, which would, if true, mean the current acidity of precipitation would be about 40 times higher. However, recent data indicates that background pH is closer to 5, which only translates into 3 times instead of 40 times a higher acidity of today's rain and snow. This, of course, is only 'less bad'. Something is happening and action will be necessary. But before we shut down, or unreasonably restrict Canadian smelters, we should be aware that they contribute less than 3% of the sulphur deposited in the special test area. During the nine-month strike at the Inco smelter in Sudbury the quality of precipitation did not change at all, even though some 3,000 tons per day of SO₂ were removed from the atmosphere in that period. It simply made no difference, which is not to exclude the smelter from the equation, but perhaps to describe its place in it — a very minor part.

Inco, over the last 30 years, has been steadily reducing its SO₂ emissions from over 7,000 tons per day in the early 1960's to less than 2,500 tons per day today. This has involved the development of special processes, both to recover its iron as iron ore pellets, and to recover its sulphur as acid. The sum of these efforts is that today Inco contains nearly 70% of the sulphur that arrives in its ore. Efforts continue to capture the remainder. New plants and prototypes and research efforts in the tens of millions of dollars per year continue.

Over the years, another company, Falconbridge, has made many changes and improvements in its processing plants, in either keeping the sulphur out of the smelter, or capturing a good portion that is produced in the smelter. All told, Falconbridge now contains some 82% of the sulphur that arrives with the ore. It has done this in a most dedicated manner, including having to write off some \$75 million for the construction and commissioning of a fluid bed roaster and iron ore pelletizing plant constructed in 1970. The plant could not realize its theoretical potential. The company gambled on a technological advance and lost.

Not to escape notice is what my company, Noranda Mines, did in 1981. Our total environmental expenditure was some \$60 million, all spent on the best available technology for controlling emissions and discharges. The projects included new roasting facilities at the zinc refinery, everything in the world at the new pulpmill in Prince George, and commitments in both our aluminium and other pulp operations which will permit us to meet all standards. Project commitments exceeding \$200 million at Fraser and MacClaren Mills will permit them, amongst other things, but primarily, to meet all environmental standards.

What the acid rain argument boils down to, is that the really biggest culprits (like motorists) are so diffuse they are hard to get at. If the jury looks at fact instead of fancy, the resource industry can easily defend the position that it is doing more than its share.

MYTH — FORESTS ARE FOREVER

Many myths surround the forest. Perhaps that is because they are largely (90%) owned by the provinces and are remote from the big population centres. Canadians believe that we cut a volume each year equivalent to the annual increment of growth and that, on average, it takes some 80-100 years to complete a cycle. This is not true, as recent experience indicates that the sustained commercial yield has been reduced effectively by 20% due to heavier than expected losses from fire and insects, the establishment of parks and wilderness areas and the application of environmental guidelines to logging. In addition, failure to distinguish between the physical volume of wood and its quality or economic accessibility, have supported exaggerated estimates of our annual allowable cut. Thus our natural forests are significantly over-committed. This is exacerbated by the fact that even though the Canadian forest industry provides some \$3 billion annually to the public purse, only \$250 million is returned to the forest. Our level of intensive forestry is abysmally, dangerously low and far from what is needed to maintain the annual growth increment, or to enlarge the forest base to support a growing industry. Foresters know that there is a huge task before them in improving the species, shortening the life cycle and following up on logging. The landlords will have to make a greater allowance for this to be done — and then it can be done. Lest I have confused you, I repeat — the myth is that the forests are forever. The reality is that they have to be tended for that to happen, and that is a huge task.

We are in the age of the managed forest, and with the application of greater sums of money, skill and research, we can easily double the annual production of solid wood, and do so quite immediately. By that, I mean a sustained and concentrated 5-year program would go a very long way towards developing the necessary momentum so we once again may see a reserve of the forest resources.

MYTH — RUNNING OUT OF RESOURCES

The concept of reserves, of course, is more particularly directed to that of mineral reserves, which The Club of Rome has proven will be exhausted in a reasonably short period. In today's world of very low prices, we have fewer and fewer reserves. However, if you believe the old adage that there is no such thing as shortages — just high prices — then of course you will see that we can certainly maintain a necessary supply of metal and mineral products.

Aggregate Canadian reserves of copper, nickel, lead, zinc, molybdenum and silver metal in mineable ore in 1981 were 65 million tonnes. These reserves are three million tonnes higher than what was reported in 1975. Future production will draw not only on those which have been discovered

in Canada (currently \$400 million per year) clearly, at the least, maintains our reserves.

MYTH — ENERGY RESOURCES ARE WASTING AND DEPLETING

Finally, I should mention energy and its consumption, which, in a way, is both the realization of hitherto neglected reserves through conservation and the discovery of new reserves. One interesting figure is that the pulp and paper industry made a commitment to reduce its purchased energy use per unit of production by 30% by 1984, which would be the energy equivalent of 20 million barrels of oil per year. This conservation effort is on track, and so far the total energy consumption in the period has been reduced by 20.5%.

I think, also on energy, of my own company's oil and gas exploration efforts through the Canadian Hunter program which has absorbed some \$350 million over 8 years. The result of this effort has been the discovery of energy equivalent to at least one Al sands plant, which you may be aware, is now said to be going to cost us something in the order of \$13-14 billion. I don't think even Petrocan has as good a record as that, and we can take some pride from the reality. Indeed, the resource industry is maintaining its base, notwithstanding the naysayers and prophets of gloom.

MYTH — CANADA'S RESOURCE INDUSTRY IS ANTIQUE

Because the foregoing realities are less well known than they ought to be, we are constantly subject to exhortations from our political leaders, economists, professors and journalists to get away from the hewing of wood and drawing of water and into research, development and high technology. It's almost as if we were unclear somehow — and certainly that we are base. Along with this goes the notion that we are less modern than our international competition, such as the Swedes in the forests, the South Africans in mining and the Americans in everything.

Certainly our plants run the gamut from old to new, but the bulk run much closer to the latter than the former. As stated earlier, the capital expenditures by mining and forest products in the seventies is almost more than the companies could afford and is some proof of modernity. Canada's major mining companies all maintain major research facilities and corresponding budgets. They support joint industry research, such as in zinc and copper. The Canadian forest industry supports three joint industry research operations — PULP AND PAPER RESEARCH INSTITUTE OF CANADA, FOREST ENGINEERING RESEARCH INSTITUTE OF CANADA, AND FORINTEK CANADA CORPORATION, and five major companies conduct their own research. We invented the articulated skidder, the chip'n saw, the papirformer, the papiridrier and a new smelting

The state of the art is practiced as well and as extensively by Canadian resource operators as those of any other nation.

MYTH — HIGH TECH IS BETTER

To complete my examination of this technology argument, I would like to compare the investment and employment benefits of high tech and resources by using cases with which I am familiar. Mielcel began in 1973 with a handful of employees, sales of \$12,000 and no capital. Today, the employee count is up to 4,300, annual sales are \$200 million, and there is about \$67,000 invested per job. 75% of the sales go to export and the operations include plants with 2,000 employees in the U.S., Puerto Rico, Ireland, England, Hong Kong and Mexico. It is believed that the multiplier effect of a high tech job is about two, so 4,600 Canadians and 4,000 foreigners depend indirectly on Mielcel. All of this is a great achievement, but compare it with the \$100,000 per job invested in the Brunswick Mining & Smelting, a company of 2,400 employees (all in Canada), or with the \$200,000 per job invested by Northwood Pulp and Timber, which also has 2,400 employees. The revenues from the resource companies are perhaps 90% foreign exchange and the 5,000 jobs concerned (all in Canada) translate into about 30,000 elsewhere. Surely it is clear from this that a modern, profitable resource operation does by far the most good for the Canadian economy.

MYTH — JUST PRODUCE AND SALES WILL HAPPEN

The last big myth I would like to face is the one that says 'all we have to do is produce the stuff, it will sell in export markets'. First of all, while it's a little hard to swallow, it is nonetheless true that the Canadian market has no effect on resource prices. We pay what everyone else pays and we get what everyone else does. Notwithstanding our relatively rich resource base, Canada cannot dictate either the terms or form of supply of resource products to the rest of the world. Over 90% of the relatively slow growth in world demand for copper and zinc in the 1970-85 period is easily met from mines in other countries and scrap (secondary) suppliers. Not only can increased demand in many products be met, we certainly cannot take for granted easy access to foreign markets, nor can we gain access to them by aggressive pricing. The reality is that in the last decade, the mineral industry has fought five difficult, expensive and laborious trade or trade-related actions to maintain the long established access to U.S. markets. The pulp and paper industry has been involved in two such actions in the Common Market, as well as one in the U.S., and the lumber industry is now threatened by the U.S. Our desirability is judged by our ability to deliver quality, on a reliable basis, at world prices. We can gain no advantage by dumping or cartelization — we can only sell at the world prices and to be able to do so in a cost competitive way.

Having thus dealt with what I consider to be the most prevalent resource myths, I come to the message for which I would most like this

lecture to be remembered. My message relates to natural resource people — not unions, not politicians, not a misguided public — but the ones that really matter — all employees of natural resource enterprises.

Although every employee undoubtedly has his own key part, I think they can perhaps be divided into two general levels. One is the professional group, which will be charged with the responsibilities of planning, measuring and doing a lot of the managing of the business in the future. The other can be described as the non-professional people, who nevertheless have an increasingly high level of trade-related skills and can be counted upon to assume substantially more responsible positions than ever before.

The structure of many Canadian companies — in fact most Canadian companies — has not changed very much over the past several decades. The management starts somewhere with a big boss, who is protected, informed, or even impersonated by several levels of management, down to the man who is actually doing the physical work. The physical work is, of course, performed almost entirely by machines run by operators who require increasingly sophisticated skills to maintain and operate their machines in a satisfactory way. The operators are often, if not always, members of a union which, by some quaint custom, is institutionalized as an adversary of management. We thus end up with the worst of all possible worlds, where people in the same boat are set to pull in opposite directions. I believe that whatever the virtues of the adversary system in the past, there are very few left, and it is absolutely critical that labour and management come to some rapprochement which will enable Canadian resource companies to compete with maximum effectiveness in the world at large. As I have said, Canada has no monopoly on any of our resources and the world could probably get along without most of them. Our ability to be cost competitive and maintain a high reputation for quality and delivery, will determine the future course of these industries.

On the union side, there must be a better way of developing management of union affairs so that those who achieve responsibility do not have to resort to extravagant promises and action to maintain their mandate. They must be in a position to truly represent an informed work force, whose rising level of intelligence is surely insulted by our present arrangements. At the same time, there will have to be significant changes in the normal structure of plant management. As I said, the worker of today has a much higher level of training than ever before and therefore he should be, as nearly as possible, in charge of himself as though he owned his own business. It is time that layers of hierarchy be removed and that the individual workers be given more of the responsibility and authority in the work place.

Ways can be found for improved communication, understanding and accountability. Indeed, there are many examples in Canada of where this is getting underway in the so-called quality circle system. The success of these ventures and the fact that they more nearly approximate successful

industrial apparatus prevalent in Japan, Germany and some parts of Scandinavia, is proof positive that all employees are teammates and none of them adversaries.

Certainly all employees of whatever stripe or rank have a natural desire to obtain the largest possible piece of the economic pie, to have improved employment and income security and to enjoy meaningful work with growth opportunities. At the same time, however, their employers must maintain a satisfactory return on net assets invested, they must be a reliable supplier of a desired product and develop and maintain a suitable work force operating modern productive facilities. Generally, they want to grow with their markets. All of this is possible if we work towards fundamental changes in the form of our plant organization and labour management relationships.

It is certainly true that the present management-labour structures are outdated, antiquated and negative. If we live with a collective bargaining system which provides compensation adjustments not supported by productivity, restricts work practices, protects weaklings, develops strikes and slowdowns which interrupt incomes, and adversely affects our customer relationships, we know we will destroy our ability to compete and weaken the financial fabric of the enterprises concerned. The modern manager has a willingness to rethink these traditional approaches, knowing that the general level of education throughout industry is higher today than ever before, and that all the players can and should be expected to have a mature understanding of the economics of our system. The objective of all of us should be to get all employees more into the real process of management. This can be contemplated in a world where the operative word is cooperation, not confrontation. I am encouraged that more and more people are thinking this way. Experiments of a meaningful kind are being undertaken and words such as these seem to draw a positive response wherever they are spoken.

As a final thought, as well as perhaps the most fatefully fortunate coincidence of this lecture, I wish to turn to the subject of the training of the professionals that are going to be needed in these resource industries. The 1980's may not be a period of significant economic growth — certainly the opening years of the decade do not give one great confidence that growth can be our salvation, as it has been in the past. The emphasis will be more on having the smarts than having an ever-enlarging pie. In these changing circumstances, economic success will depend critically on the quality and adaptability of our human resources. Investment in human resources may well be our most significant investment in the 1980's. Indeed, I daresay that could you quantify it, you would find that an investment in training and education properly applied always has shown and always will show a much higher return than an investment on any kind

challenge of developing, using and renewing our natural resources — indeed maintaining the record that I hope I have laid before you. Canadian universities that have major academic strength in the earth sciences must consider this need and indeed, I am more than delighted to tell you now that this university, which is my alma mater, has completed plans for a new natural resources centre.

This is going to cost us all money, but it has been given priority for development at a time when, with other Ontario universities, the University of Toronto is constraining its commitments. There is no doubt that there is an urgent need for government, industry and the University to collaborate in building this centre, and I am personally committed to helping it come about. President Ham has set the following definitions of the form and purpose of this natural resources centre:

“The key feature of the plan is to bring together in a natural resources centre, the Faculty of Forestry, the Departments of Botany, Geography, Geology and the Institute for Environmental Studies. The opportunity to do so came about because these units are now housed in obsolete and scattered buildings. The significance of doing so lies in the emerging understanding that the education and research needed for leadership in the management and development of natural resources calls for the interlinking and interaction of many dimensions of scientific and professional studies. In this new setting, the Faculty of Forestry will concentrate on forest management and forest biology. The centre will be the focus of a wider, multi-disciplinary commitment to strengthened resources, studies involving basic sciences, economics, management studies and engineering.

In engineering the Geo-Engineering program in mineral exploration and development, mining and mineral engineering, extractive metallurgy, mineral economics, and geotechnical engineering will be doubled in size. In summary, by strengthening established programs, the design of flexible new cooperative programs of study and the development of strong thrusts in research, it is the intent of the natural resources centre to have larger numbers of the most able students attracted to the challenges of Canada's natural resources sector.”

Now ladies and gentlemen, I have so often heard criticism of the Ontario university system's ability to produce an unlimited number of graduates in social sciences and the liberal arts. Here is our chance to put our money where our mouths have been and ensure a world class facility for Canadians to become equipped to lead our core industries.

I hope now that I have given you something to think about and that you all share with me my great enthusiasm for the great Canadian resource industry. It is very depressing in these industries today. We are faced with

the past is to be a prologue, the record of these industries is proud and entirely defensible. We take back seat to no one, and we can maintain that pre-eminence by an unselfish commitment to the needs of the future. Immediately I define these as being the forms of our organizations and the education of those to staff them.

Appendix I

SELECTED INDUSTRY STATISTICS DECADE OF THE 70'S (\$ millions)

	Paper & Allied Industries & Forestry	Metal Mining	Total
Earnings	5,309	8,248	13,557
Cash flow	10,595	13,940	24,535
Capital Expenditures	7,806	8,440	16,240
Increase in Operating Working Capital	1,437	1,604	3,041
Dividends	2,197	4,310	6,507
Return on Net Assets	7.4%	8.7%	

Note: Figures were derived from Statistics Canada Catalogue 61-003

Appendix II

CANADIAN FOREST PRODUCTS INDUSTRY

Value of Shipments	\$20 billion
Exports	\$12.5 billion
Employment	300,000
Government Revenues	\$3 billion

Source: STATCAN F.L.C. REED

Appendix III

CANADIAN RESERVES

Quantities of metals contained in ore reserves at operating mines
and deposits committed for production as of January 1

Metal	Units	1981	1980	1979	1978	1977	1976	1975	1974
Copper	000 tonnes	16,831	16,369	15,840	16,471	16,634	16,803	17,048	17,033
Nickel	000 tonnes	8,304	7,179	7,070	7,389	7,326	7,266	7,268	7,119
Lead	000 tonnes	10,119	9,557	8,911	8,934	9,028	9,218	9,310	9,328
Zinc	000 tonnes	29,436	28,635	26,452	26,908	27,407	28,083	28,274	28,725
Molybdenum	000 tonnes	550	554	462	384	377	342	344	294
Silver	000 tonnes	34	32	29	29	30	28	29	27
Total		65,274	62,326	58,764	60,115	60,802	61,740	62,273	62,526

Note: 1974 was the first year this table was prepared by Energy, Mines and Resources Canada.

Appendix IV

CANADIAN COPPER PRODUCTION AND CONSUMPTION 1970-1985

	1970	1980	1985
<i>(Millions Metric Tons)</i>			
Mine Production			
B.C., Yukon & N.W.T.	0.10	0.29	0.40
Central & Eastern Provinces	0.51	0.42	0.47
	0.61	0.71	0.87
Smelter Production			
Per Cent of C. & E. Mine Production	0.47	0.49	0.55
Per Cent of Total Mine Production	90%	100%	100%
	75%	69%	62%
Refined Production			
Per Cent of C. & E. Mine Production	0.49	0.51	0.56
Per Cent of Total Mine Production	90%	100%	100%
	75%	68%	61%
Refined Consumption			
Per Cent of C. & E. Mine Production	0.23	0.21	0.26
Per Cent of Total Mine Production	43%	48%	51%
Per Cent of Refined Production	36%	28%	28%
	45%	39%	43%

Note: The smelter and refinery production and the consumption percentages are adjusted to allow for 5,000 MTPY smelter scrap and 25-30,000 MTPY refinery scrap.

Appendix V

CANADIAN ZINC PRODUCTION AND CONSUMPTION 1970-1985

	1970	1980	1985
<i>(Millions Metric Tons)</i>			
Mine Production			
Metal Production	1.25	1.06	1.28
Per Cent of Mine Production	0.42	0.59	0.69
	34%	56%	54%
Metal Consumption			
Per Cent of Mine Production	0.10	0.13	0.16
Per Cent of Metal Production	8%	12%	13%
	24%	22%	23%

Note: The very rapid growth in Canadian zinc mine production occurred in the 1960's (1960 production was 390,000 M.T.) as a result of the start-up of Matigami, Orchan, Heath Steele, Brunswick, Pine Point, Kidd Creek and Anvil.

Appendix VI

WORLD COPPER AND ZINC PRODUCTION AND CONSUMPTION 1970-1985

	1970	1980	1985
<i>(Millions Metric Tons)</i>			
Copper			
Mine Production	5.2	6.0	7.3
Smelter & Refinery Scrap	0.9	1.0	1.1
Metal Production	6.0	7.0	8.3
Metal Consumption	5.7	7.3	8.4
Zinc			
Mine Production	4.4	4.5	5.5
Secondary Feed	0.2	0.3	0.4
Metal Production	4.0	4.4	5.1
Metal Consumption	3.9	4.4	5.1

The lecture was followed by questions from the floor during which Mr. Zimmermann clearly demonstrated his depth of knowledge and expertise on Canadian resources.

The speaker was thanked by Mr. H. R. Snyder, President, Brinco Limited on behalf of the audience and his company. He presented Mr. Zimmermann with a certificate of appreciation on behalf of the University and Brinco.

Concluding remarks by Dean G. R. Stemon

As I bring this McParland lecture to a close, may I express our thanks to Brinco Limited whose donation has made this lecture series possible, and our thanks to Hugh Snyder, President of Brinco, for his continued support.

I would also like to express my personal thanks to Professor Fred De Lory Chairman of the Division of Geo-Engineering and, more particularly, to his secretary, Mrs. Joan Scotchmer for their dedicated efforts in arranging this event.

Thank you all for coming.

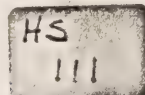
Following the lecture a reception for those attending was held in the East Common Room of Hart House.



Ontario

Ministry of
Community and
Social Services
Children's Services Division
P.O. Box 333
Moosonee, Ont.
POL IYO

Rec'd DEC 02 1982



Ms. R. Burkholder
Senior Information Officer
Royal Commission of the
Northern Environment
261 Third Avenue
Timmins, Ontario
P4N 1E2

Dear Ruth:

Forgive me for not being able to meet with Ms. Gladu during her recent visit to Moosonee. I believe you were here during court which I must attend. Actually, to be available for a meeting, I generally require 4 weeks notice due to the extensive travelling I must do. As for your letter, I can give my personal thoughts and opinions only. I have no idea what my ministry's comments might be. In addition, my opinion is brief and is based only on my four year's experience in the James Bay area.

I believe that official representatives of Natives and long-term non-native residents of this area should have a major role in all decision making and should have a majority vote or similar forum. The staff of the Ministry of Natural Resources should play the role of consultants and all decisions and planning should be with a view to the native people of this area having total control of all matters, services etc. for this area. There should be a concerted effort to determine appropriate and accepted representation, as well as, a clearly defined and negotiated system for providing Native people with whatever information or training they might require in order to be able to assume responsibility. Also, there should be a time limit for this process.

This may seem an over-simplification but basically this is what I have done with Children's Services for the area.

Sincerely,

Maureen J. MacMillan
Co-ordinator for Children's
Services

MJM/tcc

